

A DRAFT FOR CITIZEN REVIEW

CHINATOWN NEIGHBORHOOD IMPROVEMENT PLAN

PREPARED BY THE DEPARTMENT OF CITY PLANNING
SAN FRANCISCO
FEBRUARY 1977

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INTRODUCTION

Scope

The Chinatown Neighborhood Improvement Plan was prepared in response to the Chinatown community's request for a plan that will assist in programming the various types of local improvements activities. Improvement categories covered by the plan include housing, recreation and open space, community facilities, neighborhood environment, and transportation. For each of these categories, the needs and resources that may be available for solving problems are briefly identified. They are followed by recommended strategies and activities to achieve these improvements.

The plan is a framework for coordination of different improvement activities which could be undertaken in Chinatown. The diverse, complex and interrelated nature of Chinatown's problems make an overall framework necessary to maximize local improvement efforts. Previous studies have generally focussed on housing and recreation, and recent improvement efforts have generally been single-purpose and piecemeal. Since a livable neighborhood also requires adequate community facilities and services, a safe and pleasant residential environment, and a viable transit and street circulation system, the Chinatown Neighborhood Improvement Plan addresses these remaining major concerns.

A neighborhood improvement plan is also an effective tool for programming the City's improvement activities, particularly those included in its annual Community Development Block Grant (CDBG) Program and the Capital Improvement Program. The CDBG was established under the Housing and Community Development Act of 1974 and is a single federal block grant designed to consolidate many of HUD's former categorical grant programs. Under the existing federal legislation, there is a reasonable expectation that San Francisco will continue to receive CDBG for the next three to four years, thus enabling improvement activities to be planned over such a period. Neighborhood improvement plans such as Chinatowns can provide part of the basis for formulating the Community Development Plan's three-year strategy plan and for programming the annual CDBG funding commitments which can be made only on an annual basis.

The Capital Improvement Program (CIP) is the City's program for carrying out reconstruction, replacement, and capital improvement of public facilities. All capital improvement projects are funded by the City's General Fund. Although CIP funds are very limited, they represent a major source of money for public physical improvements.

The Program is prepared annually, based on requests submitted from various City departments and reviewed by the Capital Improvement Advisory Committee (CIAC).* Final determination is made by the Mayor and the Board of Supervisors as part of the City's budget adoption process. Neighborhood improvement plans can assist City departments in preparing their annual requests and making them responsive to community's needs and desires.

Pursuant to recent federal regulations, the Community Development Block Grant can fund new or increased public services in a neighborhood if this geographically defined area has a comprehensive plan for neighborhood improvement. Eligible public services must relate to physical development which is carried out in a coordinated manner within the same geographic area.

The Chinatown Neighborhood Improvement Plan would expand the community's ability to benefit from CDBG funding by making Chinatown eligible for community public services including those concerned with employment, economic development, childcare, health, education, and recreation, if these services are necessary to support physical improvement programs.

This plan emphasizes physical development programs that generally relate to the activities of the Department of City Planning and the programs of the Mayor's Office of Community Development. It does not include social service programs which are under the jurisdiction of other City departments and agencies. Nor does it include recommendations on land use which would be studied separately in conjunction with the Planning Department's citywide Residential Zoning Study scheduled for completion in mid-1977 and the citywide Land Use Plan to be completed in late 1977.

A basic assumption of the Chinatown Neighborhood Improvement Plan is that recommendations for improvement activities are made with reasonable expectation that funds are, or will be available for their implementation. Therefore a planning period of three years is used since the availability of local, state, and federal fundings beyond this period is uncertain. Because of limited resources, avail-

*The Capital Improvement Advisory Committee is composed of the Chief Administrative Officer, the Director of Planning, the Director of Public Works, the Recreation and Parks General Manager, the Controller, the Public Utilities Manager, and the Director of the Office of Community Development.

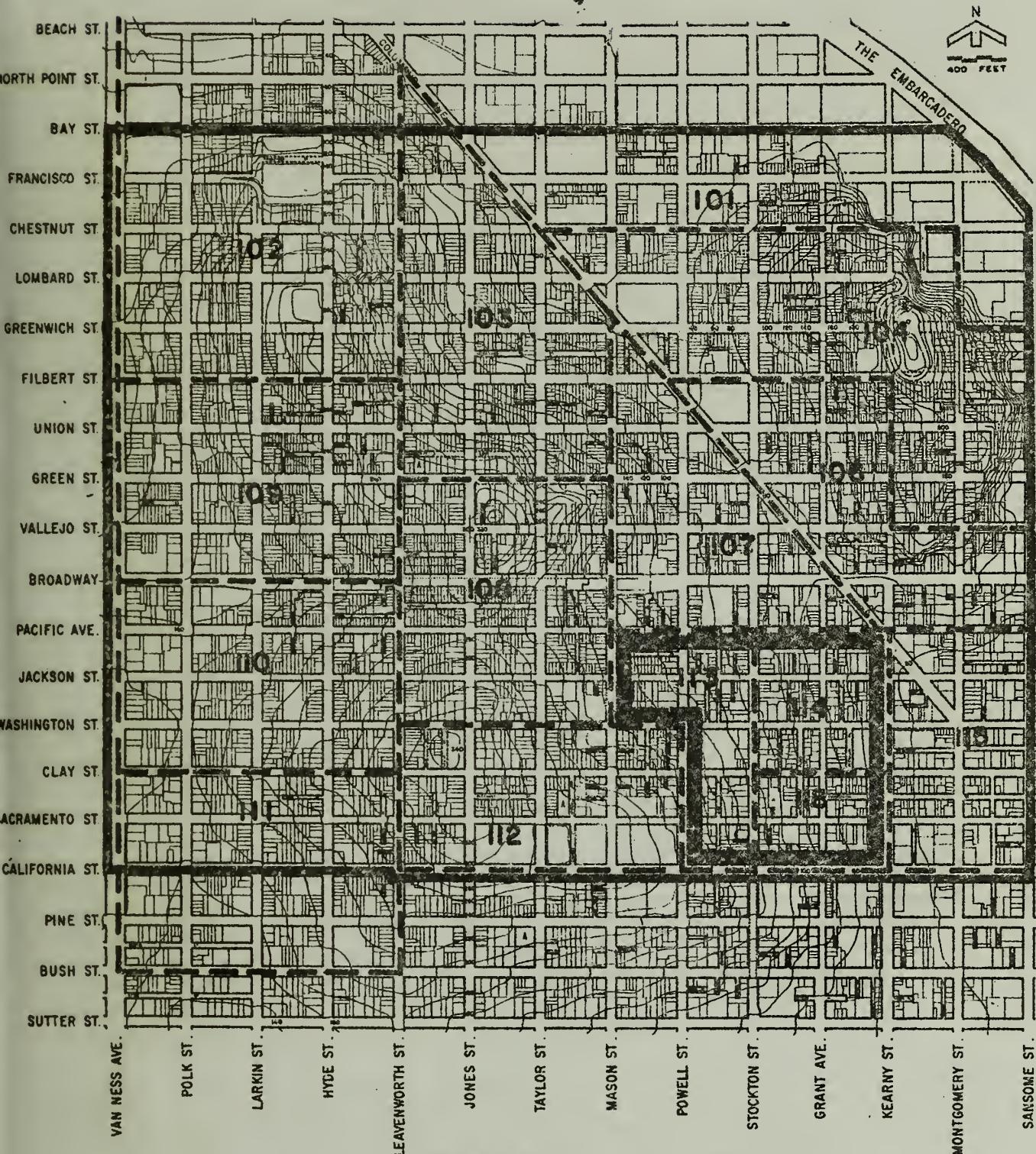
Under each action recommendation the agencies for coordinating project activities are indicated in the parentheses.

able funds should be allocated in accordance with the Chinatown community's most urgent priorities. The Plan recommendations therefore consist of only the more important programs or projects which the community deems of highest implementation priority.

The Chinatown Neighborhood Improvement Plan represents a point of departure for more detailed and precise planning at the implementation phase. During this phase, a close working relationship between the implementing agencies and community groups must be maintained to ensure that projects reflect the desires of the community and established public policies. Wherever appropriate and feasible, the Department of City Planning will provide planning assistance to community groups in carrying out improvement activities.

Study Area

The general study area is bounded by Van Ness Avenue, California, Sansome and Bay Streets. The primary focus of the Plan will be upon the problems and needs of the lower income households in the area. The greatest needs are found in the Chinatown Core Area (composed of Census Tracts 113, 114, and 118) where the highest concentrations of lower income, elderly, and minority households live. The Core Area also has the City's worst housing, highest population density, highest residential overcrowding, and least amount of recreation facilities. Other nearby census tract with concentration of lower income and minority households are Census Tracts 106, 107, 108, 110, and 115. A detailed description of Chinatown's population and housing may be found in the report, "Chinatown 1970 Census: Population and Housing Summary and Analysis," prepared by the Department of City Planning. Selected census information is included in the appendix of this report.



MAP A

— — — CENSUS TRACT BOUNDARIES

— — — STUDY AREA

— — — CHINATOWN CORE AREA

DRAFT OF CHINATOWN NEIGHBORHOOD IMPROVEMENT PLAN

SUMMARY OF RECOMMENDED IMPROVEMENT STRATEGIES AND ACTION

Improvement strategies and activities are shaped not only by the basic needs of the community, but also by the resources available and citywide policies. The recommendations set forth in this report are the higher priority implementation actions for the next three years given available and anticipated resources. They are not major steps but small increments in a long-term process seeking to ultimately meet all of Chinatown's needs. Each is deemed equally deserving of immediate and simultaneous implementation. However, they are subject to modification in response to new funding programs and opportunities and subsequent changes in community priorities. The recommendations call for close coordination between public agencies and the community in programming improvement activities, and among community interest groups themselves in the use of available financial, physical and human resources. The diversity of the recommendations reflects the need for a community based entity to coordinate the overall neighborhood improvement activities.

The recommendations call for improving the effectiveness of some existing programs and expanding the functions of others. Optimizing and coordinating available resources should be the thrust of programming activities. This approach could be achieved by expanding single purpose publicly-assisted projects to include other improvement activities. For example, neighborhood-wide residential rehabilitation programs could be programmed in conjunction with neighborhood public improvements, thus reinforcing results in housing, open space, street amenities, social services facilities, and traffic control.

The use and reuse of existing structures and facilities are recommended in view of the lack of vacant sites and high cost of new construction. Existing structures should be renovated to provide more and better housing and community facilities. Existing recreation facilities should be improved to expand their functions. More intensive use of publicly-owned properties is advocated such as publicly-owned surplus land for housing construction and alleys and underutilized rights-of-way for open space.

The recommendations call upon existing neighborhood organizations to develop strong and visible signs of support from concerned community residents in order to expedite program implementation. Such support is particularly necessary for initiating neighborhood housing rehabilitation, traffic control and neighborhood environment improvement projects. In addition, they encourage the Chinatown community to look beyond immediate boundaries for additional resources, such as the Northern Waterfront area for potential housing and recreation opportunities. They encourage the community to participate in citywide efforts to resolve local problems such as improvement of the public transit system.

The individual strategies and activities are summarized by subject area. The summary provides a general overview of the types and extent of community and City efforts needed over the next three years.

HOUSING STRATEGIES AND ACTIONS

New Development

1. Give priority to housing sites that could minimize acquisition costs and residential displacement and could maximize new housing opportunities.
 - (a) Study the feasibility of a small-scale redevelopment project at the southwest corner of Stockton and Washington Streets for lower income elderly housing.
 - (b) Determine the feasibility of converting the vacant warehouse on Clay Street between Powell and Stockton Streets as a housing project for elderly persons.
 - (c) If either site is not feasible, review the feasibility of other housing sites in and outside the Chinatown Core area.
 - (d) Evaluate the feasibility of converting sites of major non-conformity uses for residential development.
 - (e) Maintain a current inventory of potential housing sites.
2. Utilize measures that could make Sec. 8 Housing Assistance Payments and other housing financing programs more accessible to the Chinatown community.
 - (a) Work with ABAG, HUD and congressional representatives to seek higher allocation of Sec. 8 units to the City.
 - (b) Encourage and assist developers to submit proposals on potential housing sites in Chinatown.
 - (c) Include the appropriate potential housing sites in Chinatown in the 1978 Housing Assistance Plan.
 - (d) Provide technical assistance to potential sponsors in using various financing programs for housing development.
 - (e) Explore the use of Marks-Foran financing in site-specific substantial rehabilitation projects.
 - (f) When public housing funds become available, optimize the funds for family housing development.

3. Review, and where appropriate, amend housing development standards and code provisions to increase the feasibility of substantial rehabilitation projects.
 - (a) Complete the Residential Zoning Study and review the new provisions with the community.
 - (b) Review with HUD/FHA the seismic safety requirements affecting substantial rehabilitation projects.
4. Utilize housing resources outside the Chinatown area.
 - (a) Promote housing development and conversion projects outside Chinatown.
 - (b) Study the feasibility of developing non-residential areas to alleviate some of the City's need for lower income housing.
 - (c) Assist lower income households in Chinatown to utilize available resource, such as Sec. 8 Housing Assistance Payments, to seek suitable housing in other parts of the City.
5. Explore the feasibility of a community based housing development corporation.
 - (a) Explore with community groups the feasibility of creating a housing development corporation in Chinatown.

Residential Rehabilitation

6. Initiate concentrated rehabilitation programs in neighborhoods with declining housing stock, an anticipated increasing level of code enforcement activities, a demonstrated need and desire for publicly-assisted rehabilitation from the property owners, and a high concentration of families and resident owners.
 - (a) Update the Department of City Planning's 1974 study on the feasibility of establishing a RAP program in Chinatown, with consideration given to other rehabilitation financing programs suitable for Chinatown.
 - (b) Implement the pre-designation procedures to qualify Chinatown for a neighborhood rehabilitation program.
 - (c) Make allocation of 1978 Community Development funds to initiate and subsidize concentrated code enforcement activities in Chinatown.

7. Expedite the procedures and increase the effectiveness of the Systematic Code Enforcement Program in the Chinatown Core area as a rehabilitation strategy to complement the small scale, scattered site new development and substantial rehabilitation activities.
 - (a) Accelerate and expedite the Systematic Code Enforcement Program activities in Chinatown Core.
 - (b) Increase the frequency and the coverage of routine inspection of buildings in Chinatown Core.
 - (c) Expand the City's Demolition and Repair Fund to provide low-cost short term financial assistance to needy owners in code compliance repairs.
 - (d) Establish an appropriate program to provide owners with financial assistance to abate seismic hazards of masonry buildings in the Core area.
8. Expand availabilities of conventional refinancing and maximize use of public programs applicable to refinancing.
 - (a) Convene meetings with representatives from lending institutions, owners, and neighborhood organizations in Chinatown to expand private refinancing in the area.
 - (b) Utilize a RAP or an equivalent Marks-Foran rehabilitation program in Chinatown to provide low interest rehabilitation refinancing loans.
 - (c) Activate the Sec. 223(f) Mortgage Refinancing Program in the appropriate area in Chinatown.
9. Provide incentives to property owners to facilitate the Systematic Code Enforcement and other rehabilitation programs in the Chinatown area.
 - (a) Publicize the policies of the Assessor's Office regarding the impact of rehabilitation on property valuation.
 - (b) Work with State legislators to enable a moratorium on increased valuation of property undergoing code compliance rehabilitation work and housing lower income tenants.
 - (c) Develop effective means of informing property owners of various tax advantages relating to property rehabilitation.

- .0. Use Community Development Funds to reduce the hardship of rehabilitation activities on lower income tenants when no other resources could adequately address the problem.
 - (a) Seek the use of CD funds to provide "rent assistance" in conjunction with publicly-assisted rehabilitation programs.
 - (b) Improve the effectiveness of the CD funded Hardship Loan Program in concentrated rehabilitation program areas.
 - (c) Explore the use of CD funds to acquire buildings for rehabilitation and to provide short term code compliance loans.

RECREATION AND OPEN SPACE

1. Provide new recreation facilities.
 - (a) Complete the acquisition and development of the Churchill Alley site.
 - (b) Acquire and develop a small park in the residential area west of Nob Hill.
 - (c) Investigate the use of air rights for development of recreation decks.
 - (d) Investigate the first phase development of Francisco Reservoir as a playing field.
2. Maximize use of existing public recreation facilities.
 - (a) Complete renovation of Chinese Playground.
 - (b) Renovate Helen Wills Playground.
 - (c) Complete improvements of Portsmouth Square.
 - (d) Complete renovation of Chinese Recreation Center.
 - (e) Renovate North Beach Playground.
 - (f) Provide additional play equipment for the Hyde Street Mini Park.

COMMUNITY FACILITIES

1. Provide publicly owned neighborhood facilities.
 - (a) Acquire and develop a publicly-owned neighborhood multi-purpose center.
2. Maximize use of existing public neighborhood facilities.
 - (a) Complete renovation of community space in Chinatown Branch Library.
 - (b) Continue improvement of indoor common space in the Ping Yuen housing projects.
 - (c) Investigate school facilities for potential neighborhood facility opportunities.
 - (d) Incorporate neighborhood facilities where appropriate in the proposed Community College Center.
3. Maximize use of existing private neighborhood facilities.
4. Provide public services in support of neighborhood physical development activities.

NEIGHBORHOOD ENVIRONMENT

1. Undertake neighborhood-initiated public improvements.
 - (a) Continue outdoor improvements in the Ping Yuen housing projects.
 - (b) Provide additional litter receptacles.
 - (c) Install raised sidewalk tree planters.
 - (d) Provide "rest stop" benches at various sidewalk locations.
 - (e) Redesign school playgrounds for optimum use.
2. Secure higher levels of maintenance of public areas.
 - (a) Advocate for increased scheduling of regular City maintenance and repair of public areas.
 - (b) Carry out joint City and community maintenance efforts.

3. Secure City commitment to improve the residential quality of the neighborhood.
 - (a) Remove physical barriers which impede the mobility of elderly and handicapped persons.
 - (b) Undertake major public improvements in housing rehabilitation areas.
4. Upgrade streets and alleys to increase pedestrian safety and amenities.
 - (a) Secure commitments from responsible City agencies to upgrade neglected streets through existing programs.
 - (b) Create special assessment districts to improve alleys for future maintenance by the City.

TRANSPORTATION

1. Emphasize public transit as the primary means of meeting Chinatown's transportation needs.
 - (a) Improve existing transit service.
 - No. 30 Stockton Local
 - No. 55 Sacramento
 - (b) Review and finalize plans for other transit lines.
 - No. 15 Kearny
 - No. 41 Union
 - No. 25 Bryant
 - No. 3 Jackson
 - (c) Install Transit Preferential Street Features on Stockton Street.
 - (d) Provide new east/west transit service.
 - (e) Provide bus shelters, benches, and enlarged waiting areas.
 - (f) Provide Chinese bilingual transit information.
 - (g) Improve access from Chinatown to major recreation areas.

2. Work toward a safe and efficient street circulation system that accommodates the needs for essential vehicular and pedestrian movements while protecting the neighborhood environment.
 - (a) Conduct a traffic circulation study for the Core Area.
 - (b) Develop and implement a street circulation plan for the Chinatown Core Area.
 - (c) Plan and implement "Protected Residential Areas" projects in Chinatown.
 - (d) Initiate improvements at problem street areas.
3. Work toward efficient and productive use of existing parking spaces while easing parking demand.
 - (a) Encourage better utilization of parking garages in surrounding areas for Chinatown visitors.
 - (b) Analyze and modify use of existing on-street parking spaces.

SECTION ONE: HOUSING

HOUSING NEEDS AND PROBLEMS

Chinatown is located in the oldest part of the City. The average age of the housing is sixty years; in the Core Area, it is sixty-five. Most of the older buildings in the Core Area were originally built as residential hotels consisting of small guestroom units. These hotels constitute twenty-four percent of the Core Area's housing stock. Due to the age of the structures, obsolete design, illegal conversion, and deferred maintenance throughout the years, many buildings have fallen into substandard condition. Approximately ten percent of the dwelling units in the Core area are substantially deteriorated with the common problems being electrical, plumbing, and maintenance deficiencies. Fifty percent of the buildings also have some forms of fire-safety deficiencies. These buildings have been the targets for abatement in the City's Systematic Code Enforcement Program. Forty-three percent of the buildings in the Core area have been abated (in compliance with the Housing Code), and another thirty-three percent are being brought up to Code. However, compliance with the basic Housing Code does not necessarily provide improved amenities and living environment, nor does it abate the seismic hazards of the many masonry buildings which have had a poor record of performance in past earthquakes. The Chinatown Core area has the highest concentration of population living in such buildings in the City. In fact, the density in the Core area, 228 persons per net acre, is seven times the City's average density. Twenty-six percent of the households are living in overcrowded condition, as compared with seven percent for the City. In spite of the unsuitable living condition, these units are the only available and affordable shelters for many lower income families and more so, elderly households, who are confined to the Core area and inner North Beach due to economic, physiological, cultural, and language problems. The elderly population in Chinatown Core has increased by forty-five percent between 1960 and 1970 while the area's total population has declined by 2.2 percent. The percent of lower income households is sixty-three.

There has been a noticeable increase of lower income families in North Beach, the slopes of Telegraph Hill, Nob Hill, and Russian Hill during the past decade. Concurrently, the hills and parts of the slopes have drawn higher income residents as well as construction of expensive dwellings. Under this situation, lower income households (ranging from 25% on Russian Hill, 37% on Nob Hill, to 45% on North Beach) have to seek housing in a highly competitive and high-cost rental market. The median rent between 1960 and 1970 increased by 75% more than 40% of the households are overpaying (i.e. paying more than 25% of income) on rent. In fact, many lower income families in North Beach and Nob Hill are faced with problems of both overpaying and over-crowding.

Although there is substandard housing in the area, the buildings are basically sound and rehabilitable. Condition deficiencies in Russian Hill and Nob Hill mostly relate to inadequate maintenance. Thirty percent of the buildings have been brought up to code. In North Beach, the buildings are also affected by defective plumbing and electrical systems. Only twenty-three percent of the buildings have been abated.

The vacancy rate of apartment units in the study area is very low. The 1973 Vacancy and Rent Survey registered a vacancy rate of 2.5% for apartment units and 7.2% for residential hotels. Comparative rates for the City were 2.6% and 10.6%. The majority of the few vacant units were found among one-bedroom units at the high rental range. There was no vacancy among three-bedroom units.

The area does not lack new development. However, it consists of highly priced units catering to higher income and smaller households. In a few instances, potential housing sites for lower income occupancy were purchased by private developers for market-rate development before the public agencies could secure funds for acquisition. The absence of suitable vacant parcels and the high land costs pose hardships in site acquisition for development of low and moderate income housing. Also, the very high property value and the absence of moderately priced owner-type dwellings have prevented even middle income families from achieving homeownership in the area. Up to 88% of the units are renter-occupied.

Only 520 publicly-assisted lower income housing units have been built in the Chinatown area. They are all located in the public housing projects in Chinatown Core and the majority were built in the early 1950s. Due to the federal moratorium on public housing funds for maintenance and modernization in the 1960s, these projects are in great need of both exterior and interior modernization.

Selective housing data about the Chinatown area are summarized in the appendix. In addition, the Chinatown census report prepared by the Department of City Planning in August 1972 provides comparative population and housing data between the 1960 and 1970 Census.

RESOURCES

This section highlights the current housing resource programs. The next section will discuss their applicability to Chinatown in resolving the housing problems.

At the Federal level, the Housing and Community Development Act of 1974 created the Community Development Block Grant system under which the City annually applies and receives the federal funds for housing and community development activities. Some of the housing-related activities are acquisition and clearance of sites for lower income housing; rehabilitation loans, grants, interest supplements to finance rehabilitation of privately-owned properties in concentrated code enforcement areas; relocation assistance to households displaced by publicly-assisted projects; and modernization of public housing projects. The 1974 Act also created a new Sec. 8 Housing Assistance Payments Program which enables an eligible lower income household to pay 25% of the gross income to rent a new, substantially rehabilitated, or existing housing unit at the fair market rent established by HUD with the difference between the household's contribution and the fair market rent paid by HUD to the property owner. This Program is presently the only source of rent supplements without which development of lower income housing would not be feasible. HUD makes an annual allocation of Sec. 8 units to the City. Thus far, the allocation for new and substantially rehabilitation projects is far below the City's housing goal.

The 1974 Act has also revived the Sec. 202 program which currently provides lower interest construction and mortgage financing to develop elderly and handicapped housing projects. HUD sets aside a special allocation Sec. 8 units to be used in conjunction with Sec. 202 projects. It is by far the most promising federal housing program.

The dormant Public Housing Program is re-initiated through an appropriation of approximately \$140 millions in the Housing Authorization Act of 1976. The Act also set aside approximately \$60 million for modernization of public housing projects.

At the State level, the California Housing Finance Agency was established pursuant to the 1975 Housing and Home Finance Act (ABIX). Under this legislation, the Agency can issue revenue and general obligation bonds for the purpose of financing housing development and rehabilitation programs. The programs established include the Direct Lending Program to finance new construction and substantial rehabilitation; the Neighborhood Preservation Program and the Mortgage Funds Assistance Program to

assist housing rehabilitation and upgrade neighborhood in deteriorated and "mortgage-deficient" areas. The latter two programs are limited to one-to-four owner-occupied structures in designated areas. Under SB4X, the Agency is also authorized to conduct a loan insurance program. In addition, the Agency annually receives a set aside of Sec. 8 units from HUD. The allocation, however, has been very low, thus limiting the effectiveness of the State Direct Lending and Mortgage Insurance Programs.

At the local level, the State Marks-Foran Residential Rehabilitation Act of 1973 established a very important housing function for the City. Under the Act, the City, the Redevelopment Agency, or the Housing Authority can issue tax exempt revenue bonds for the purpose of providing lower interest long term rehabilitation loans to property owners in designated residential rehabilitation areas, redevelopment project areas, or "stable and viable neighborhoods". The local Rehabilitation Assistance Program (RAP) was established in early 1974 pursuant to this Marks-Foran Act. The San Francisco Redevelopment Agency also has initiated a rehabilitation loan program in Western Addition A-2. Additional Marks-Foran loan programs could be initiated in the City. If fully utilized, it is a very effective program in housing rehabilitation and neighborhood preservation.

Under another State legislation, SB99, the Redevelopment Agency is authorized to issue revenue bonds to make residential construction loans in redevelopment project areas. This program is expected to be commenced within the coming year.

Since its inception in 1968, the Systematic Code Enforcement Program has been abating code deficiencies in buildings of 3 units and more at a rate of 1000 buildings per year. The Program provides no financial assistance to the owners. The local Demolition and Repair Fund, with an initial budget of \$200,000 has been used mainly in demolition of condemned buildings rather than repair work under the Systematic Code Enforcement Program.

HOUSING STRATEGIES AND ACTIONS

The housing strategies for Chinatown should address both new development (new construction and substantial rehabilitation) and housing preservation for the lower income residents in the area. New development should be directed at generating new housing opportunities for lower income households living in overcrowded and dilapidated units and at replacing obsolete and unsafe buildings and incompatible non-residential uses in the area. Activities should be first directed at development of non-residential sites which would not generate residential displacement. As the needed relocation resource expands, the unsafe buildings could be replaced, with the new housing then in place serving as additional relocation resource. Special efforts should be made to develop lower-income housing outside the impacted Chinatown Core area. New development within the core should be small scale and restricted to elderly housing. As a complementary action, rehabilitation activities should be expanded to preserve and upgrade the basically sound or declining housing stock. Housing rehabilitation should be utilized as a more economical and larger scale approach to improve the housing condition and living environment at affordable price to the lower income households, especially families. Such activities could take a new concentrated neighborhood approach or could be built upon the existing Systematic Code Enforcement Program. As a corollary effort, housing resources available outside the Chinatown area should be sought to alleviate the community's housing problems.

New construction and rehabilitation activities also need to be carefully orchestrated so that new housing is available to those forced to vacate buildings being rehabilitated.

NEW DEVELOPMENT

1. GIVE PRIORITY TO HOUSING SITES THAT COULD MINIMIZE ACQUISITION COSTS AND RESIDENTIAL DISPLACEMENT AND COULD MAXIMIZE NEW HOUSING OPPORTUNITIES.

The use of Community Development funds to acquire housing sites in Chinatown is an essential element in resolving the area's overcrowding problem and replacing its substandard

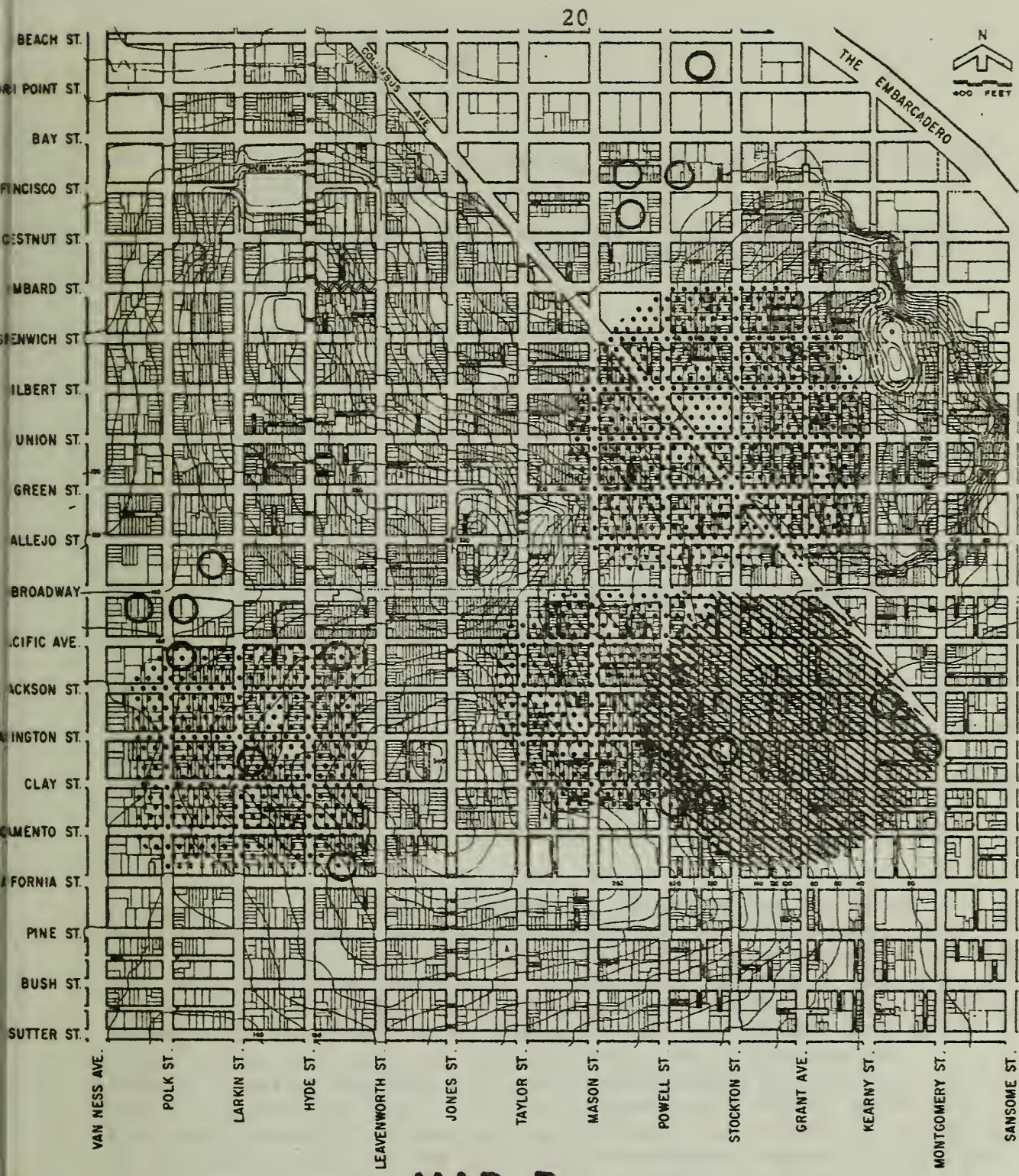
and obsolete housing. The limited Community Development fund warrants its use in an cost-effective manner such as the following.

Whenever possible, housing sites should be sought outside the Core area to avoid the high land cost and to avoid concentrating housing subsidies. Utilization of surplus public land and air-right development could minimize acquisition cost. Property owners or private developers should be encouraged to assist in providing low income housing through owner-participation program. Site acquisition cost should be timely expended, then recaptured and reappropriated to acquire other sites.

As a means to minimize residential displacement, non-conforming uses facing termination dates in 1980 should be considered as new lower income housing sites. There are several non-conforming uses in Chinatown occupying sizable lots at locations suitable for residential development.

Actions:

- (a) Study the feasibility of a small-scale redevelopment project at the southwest corner of Stockton and Washington Streets for development of lower income elderly housing with commercial uses on the lower levels. If feasible, take necessary action to acquire the site with the appropriated \$1.5 Million Community Development fund. (SFRA, DCP)
- (b) Determine the feasibility of converting the vacant warehouse on Clay Street between Powell and Stockton Streets as a housing project for elderly persons. If feasible, take necessary actions to acquire the site with the \$1.5 Million Community Development fund. (SFRA, DCP)
- (c) If either site is not feasible, review the feasibility of acquiring and developing other housing sites in and outside the Core area that could be purchased with the remainder of the appropriated Community Development funds. The potential housing sites are indicated in the following map. (DCP, SFRA)
- (d) Evaluate the feasibility of utilizing the sites of major non-conforming uses in the Chinatown area for residential development including lower income housing. (DCP)



POTENTIAL HOUSING SITES AND REHABILITATION AREAS (2-77)

○ Potential housing sites for new construction and/or renovation.

..... Potential areas for concentrated rehabilitation programs.

||| Potential area for accelerated Systematic Code Enforcement Program

(e) Maintain a current inventory of potential housing sites in Chinatown. (DCP)

2. UTILIZE MEASURES THAT COULD MAKE SEC. 8 HOUSING ASSISTANCE PAYMENTS AND OTHER HOUSING FINANCING PROGRAMS MORE ACCESSIBLE TO THE CHINATOWN COMMUNITY.

There are two approaches to making Sec. 8 more accessible to Chinatown: first, to increase HUD's allocation of Sec. 8 to the City, and second, to give Chinatown projects high priority for Sec. 8. HUD's allocation of Sec. 8 units to San Francisco in the past two years has been minimal compared with the City's housing goal. ABAG (Association of Bay Area Governments) in consultation with local governments, has formulated the Regional Housing Subsidy Distribution System which would increase San Francisco's share of the Sec. 8 allocations to the Bay Area. The City should promote this regional effort and generate other local and state wide efforts to seek from HUD adequate amounts of Sec. 8 allocation to the region and to the City.

In order to prioritize Chinatown's projects for Sec. 8, the Mayor's office should advocate in the Housing Assistance Plan to HUD, housing development in Chinatown and those other area(s) for which Community Development funds have been appropriated for housing site acquisition. The Mayor's office and other local agencies should also encourage and assist developers and sponsors in submitting proposals for those sites.

In addition, four other financing programs for housing development should be actively employed in Chinatown. The Sec. 202 program provides lower interest development financing and is piggybacked with Sec. 8 units and actively used by HUD to provide elderly and handicapped housing. The program is appropriate for the projects in the Chinatown Core area where elderly housing is encouraged. The conventional Public Housing Program has been reactivated by the 1976 Housing Authorization Act. The San Francisco Housing Authority has continuously indicated its interest in providing housing in Chinatown and in the past has considered several locations in Chinatown. The Program should be used to develop family housing in the Chinatown area outside the core.

Furthermore, in order to fully utilize the aforesaid and other HUD/FHA programs, the City should urge HUD/FHA to recognize the exceptional high development cost in San Francisco, and raise the statutory mortgage limits to the allowable maximums so as to increase development feasibility of family housing projects.

The other two financing programs are the State's Marks-Foran and SB99 programs, both being locally administered tax-exempt bond financing programs. They provide lower interest long term financing for substantial rehabilitation and in the case of SB99, new development. Both should be innovatively employed in Chinatown, especially for projects that could attract the local financial community in purchasing the necessary tax-exempt bonds.

Action:

- (a) Work with ABAG, HUD and congressional representatives to seek higher allocation of Sec. 8 to the Bay Area and to the City. (OCD, DCP)
- (b) Establish procedures and guidelines to encourage and assist developers and sponsors to submit proposals on potential housing sites in Chinatown. (OCD, DCP)
- (c) Include the appropriate potential housing sites in Chinatown in the 1978 Housing Assistance Plan. (OCD)
- (d) Provide technical assistance to potential sponsors in using the various means of financing to develop their proposed projects. (OCD, DCP)
- (e) Explore the use of Marks-Foran financing in site-specific substantial rehabilitation projects such as the YWCA or the conversion of the Clay Street warehouse. (DCP, SFRA)
- (f) When public housing funds become available, ensure their optimum use to provide family housing in high need areas. (SFHA, OCD)

3. REVIEW AND WHERE APPROPRIATE AMEND HOUSING DEVELOPMENT STANDARDS AND CODE PROVISIONS TO INCREASE THE FEASIBILITY OF SUBSTANTIAL REHABILITATION PROJECTS.

Certain code standards and provisions aggravate the high land, labor, and material costs so as to make potential projects infeasible. Constraints of existing building configuration and design further complicate substantial rehabilitation of substandard and obsolete buildings. The local Planning Code should be more flexible in parking, lot coverage, and open space requirements to enable conversion.

The City should request and work with HUD-FHA to reexamine and make appropriate revisions in the latter's seismic safety standards and underwriting practices regarding renovation of seismically hazardous buildings, such as the many masonry brick buildings in the Chinatown Core area.

- (a) Complete the Residential Zoning Study with new provisions that would promote housing rehabilitation.
Review new provisions with the community. (DCP)
- (b) Review with HUD/FHA the seismic safety requirements affecting substantial rehabilitation and explore means to enable feasible renovation of residential hotels. (OCD, DCP)

4. SEEK HOUSING RESOURCES OUTSIDE THE CHINATOWN AREA.

As the limited site opportunities for developing subsidized housing within Chinatown becomes more apparent, efforts should be made to locate and utilize housing resources in other parts of the City. Furthermore, the federal government is increasingly negative towards assisting projects in economically impacted areas, such as Chinatown Core. One of these resources is the conversion of non-residential lands to provide space for developing economically integrated housing. Such efforts should be in accord with citywide housing policies and programs.

Actions:

- (a) Promote housing development and conversion projects outside Chinatown, such as the conversion of the vacant Harkness Hospital. Such projects should serve the lower income households on a citywide basis. (OCD, DCP)
- (b) Study the feasibility of using presently non-residential areas for development of both market-rate and subsidized housing. (DCP)
- (c) Assist lower income households in Chinatown to utilize the Sec. 8 Existing Housing Program to rent suitable housing outside the Chinatown area, particularly the Core Area. (SFHA)

5. EXPLORE THE FEASIBILITY OF A COMMUNITY BASED HOUSING DEVELOPMENT CORPORATION.

The creation of a housing development corporation (HDC) was recommended in the Chinatown 701 Study. Such a corporation could facilitate housing development, coordinate and

effectuate the community's concerns and efforts of resolving Chinatown's housing problems. A HDC has more flexibility than a public agency in obtaining housing sites including participation in real estate exchanges wherein property owners (sellers) can defer capital gain taxes, or holding option on sites without going through a time consuming multi-step site designation procedure. The community should further explore this alternative with appropriate city agencies as to its feasibility and desirability.

(a) Explore with community groups the feasibility of creating a housing Development Corporation in Chinatown. (OCD, DCP)

RESIDENTIAL REHABILITATION

Housing rehabilitation is complementary to new construction in resolving Chinatown's housing problems. In order to respond to community's concerns about consequences of rehabilitation programs on rent increase, displacement, property tax increase, effective rehabilitation strategies for Chinatown should:

- (i) Generate adequate lower-interest loan funds and necessary public subsidies to effectuate rehabilitation of buildings without imposing hardship on lower income residents.
- (ii) Minimize increases in debt service and assessed valuation of rehabilitated properties and maintain reasonable cash flows to the owners.
- (iii) Stabilize rents.
- (iv) Minimize displacement of tenants and businesses and adequately mitigate hardship caused by inevitable displacement.
- (v) Provide neighborhood public improvements in conjunction with housing rehabilitation.
- (vi) Provide counseling and other supporting services to owners and tenants.

In order to meet those objectives the City should combine and coordinate the uses of various available rehabilitation tools. The individual strategies for residential rehabilitation are as follows:

6. INITIATE CONCENTRATED REHABILITATION PROGRAM IN NEIGHBORHOODS WITH DECLINING HOUSING STOCK, AN ANTICIPATED INCREASING LEVEL OF CODE ENFORCEMENT ACTIVITIES, A DEMONSTRATED NEED AND DESIRE FOR PUBLICLY-ASSISTED REHABILITATION FROM THE PROPERTY OWNERS, AND A HIGH CONCENTRATION OF FAMILIES AND RESIDENT OWNERS.

This strategy basically accelerates the code compliance procedures in the delineated neighborhoods where the majority of the buildings have yet to be subjected to such procedures under the Systematic Code Enforcement Program. A concentrated rehabilitation approach however could provide to the owners nearly all of the currently lower cost rehabilitation financing programs. These programs include the Marks-Foran tax exempt bond financing program (which can be employed in a designated RAP area, a redevelopment project area, a designated residential rehabilitation area, or an area determined to be a "stable and viable residential neighborhood"). The State rehabilitation programs namely the Neighborhood Preservation Program and the Mortgage Fund Assistance Program (which require designation) and the federal Sec. 223(f) refinancing insurance program (which requires the designation of a neighborhood as an "older declining area"). Besides housing rehabilitation public improvements are included under these programs as an essential support to upgrade the neighborhood and living environment. This rehabilitation strategy is more suitable to the neighborhoods in North Beach and Nob Hill slopes.

In the later sections, the report will discuss the strategies for increasing the owners' participation in rehabilitation programs through refinancing, tax incentives, and public assistance.

Actions:

- (a) Update the Department of City Planning's 1974 study on the feasibility of establishing a Rehabilitation Assistance Program (RAP) in Chinatown, with consideration given to other rehabilitation financing programs that could be more suitable for Chinatown. (DCP)
- (b) Implement the pre-designation procedures to qualify the delineated neighborhood(s) for the appropriate type of neighborhood rehabilitation program. (DCP)

(c) Make allocation of 1978 Community Development funds to administer and subsidize concentrated code enforcement activities in the designated areas of Chinatown.
(DCP)

7. EXPEDITE THE PROCEDURES AND INCREASE THE EFFECTIVENESS OF THE SYSTEMATIC CODE ENFORCEMENT PROGRAM IN THE CHINATOWN CORE AREA AS A REHABILITATION STRATEGY TO COMPLEMENT THE SMALL SCALE, SCATTERED SITE NEW DEVELOPMENT AND SUBSTANTIAL REHABILITATION ACTIVITIES.

The Chinatown Core Area has a unique situation that warrants a different rehabilitation approach. It is a commercial-residential neighborhood with properties predominantly owned by absentee landlords and businesses servicing a diversified clientele. It has a high concentration of very low income households, most of them are already overpaying for their housing. There is a large number of old and obsolete buildings. Nearly all the buildings are subjected to the City's Systematic Code Enforcement Program, which will bring all multiple unit (3 or more) buildings up to a minimum Housing Code (43% are already in compliance) but which will not solve the seismic safety problems of many of the buildings. A large scale renewal program could rejuvenate the housing stock but would disrupt the businesses and cause extensive and difficult to control displacement of the residents. Even renovation of obsolete buildings at scattered sites would require substantial publicly-assisted development financing and housing assistance payments in order to provide the adequate as well as affordable housing. In view of the limited resources particularly in housing assistance, the City should at this time build upon the on-going Systematic Code Enforcement Program to expeditiously and continually bring all the buildings in compliance with the minimum safety and health standards without causing financial hardships on the tenants. To effectuate this approach, the City would need to employ additional inspectors; assist owners with financial hardship; timely acquire condemned buildings from uncooperative owners for resale to other parties willing to improve the buildings; provide financial assistance to enable some necessary above-code improvements. The gravity of the housing problems in Chinatown Core warrants the City's immediate action of establishing an Accelerated Systematic Code Enforcement Program in the area as a demonstration program. In addition, the City should explore other means of abating seismic hazards of the buildings in the core area.

Actions:

- (a) Seek the use of Community Development funds to accelerate and expedite the Systematic Code Enforcement Program activities in the Chinatown Core Area. (OCD, DCP)
- (b) Increase the frequency and the coverage of the routine inspection of buildings in the Core area to ensure the abated buildings remaining in compliance with the Housing Code. (EBI)
- (c) Expand the City's Demolition and Repair Fund as a revolving loan fund to provide short-term and low-cost financing to needy owners for code compliance work. (EBI)
- (d) Explore the use of existing or new legislations to establish a demonstration program that could assist owners in abating seismic hazards of masonry structures in Chinatown Core which has the highest concentration of population living in such buildings in the City. (Such program should contain measures to stabilize rents). (DCP)

8. EXPAND AVAILABILITIES OF CONVENTIONAL REFINANCING AND MAXIMIZE USE OF PUBLIC PROGRAMS APPLICABLE TO REFINANCING.

Rehabilitation loans, even at lower interest rates, would still create an "add-on" amount to the owners' existing monthly debt payments which would likely result in an increase in the tenant's rents. Refinancing is the most effective tool to avoid such impacts. Through refinancing, a property owner in effect borrows on his/her equity in the property based on its currently appraised market value. By extending the repayment term and perhaps lowering interest rates from that of the existing loan, the amount paid per month could be kept constant. Under such circumstances, necessary code work and property improvements could then be financed without rent increase. Property owners with high equity and in need of new depreciable assets for tax purposes could take advantage of refinancing to secure necessary funds, rehabilitate the building and obtain new depreciable assets, all without having to increase the debt service outflow.

On a citywide basis, the City should work with private lending institutions to resolve technical problems and to increase the availability of private refinancing loans. Special efforts should be made to encourage private refinancing in declining areas such as Chinatown, which have a concentration of lower income residents, older buildings, and residential hotels.

Public rehabilitation financing and mortgage insurance programs, such as programs established under the State Marks-Foran Act and the federal Sec. 223(f) program, should be activated in Chinatown in order to take advantage of the refinancing mechanism provided under these programs. Both of these programs provide lower-interest, longer term refinancing than the conventional market. The Marks-Foran rehabilitation programs could offer approximately 6% - 7% loan at a maximum term of 40 years or four-fifth of the remaining economic life of the building. The loan amount could go up to a maximum of \$17,500 per unit under the local RAP program or up to \$30,000 per unit under the Marks-Foran Act. To use this tool, an area designation is necessary. The Sec. 223(f) program insures refinanced mortgages to enable moderate rehabilitation of multi-unit buildings in designated "older declining areas". The FHA interest rate is approximately 8 to 9.5%. Using it in conjunction with Marks-Foran financing would increase the marketability of the tax exempt bonds and reduce its interest rate to the Marks-Foran rate. Under this arrangement, however, rehabilitation work would be bounded by HUD/FHA standards such as the seismic safety requirements. Unless such requirements could be modified, the Sec. 223(f) may not be appropriate for the Chinatown Core area but for other neighborhoods in the area where the cost of meeting seismic standards would not be high enough to exceed the moderate rehabilitation requirement of this program.

Action:

(a) As an integral part of the citywide effort to expand the accessibility to private financing, convene meetings with representatives from the lending institutions, owners, and neighborhood organizations in Chinatown to explore the means of expanding private refinancing and of coordinating this financing mechanism with the City's code enforcement programs. (DCP)

- (b) Utilize a RAP or an equivalent Marks-Foran rehabilitation program in delineated neighborhoods in Chinatown to enable the use of low interest refinancing loans in housing rehabilitation and in mitigating the impact on rent increase. (DCP, BEI, SFRA)
- (c) On a citywide level, activate the Sec. 223(f) Mortgage Refinancing Program by submitting necessary information and application to HUD to qualify selected neighborhoods as "Older Declining Areas". Under this action, Chinatown neighborhoods should be considered for their suitability and priority for the program. (DCP, OCD)

9. PROVIDE INCENTIVES TO PROPERTY OWNERS TO FACILITATE THE SYSTEMATIC CODE ENFORCEMENT AND OTHER REHABILITATION PROGRAMS IN THE CHINATOWN AREA.

Generally speaking, property owners are concerned about the impact rehabilitation and property improvements may have on their property tax, cash flow, and monthly debt service. Incentives are needed not only to eliminate owners' unco-operation and legal delays under the Systematic Code Enforcement Program but also to encourage owners to voluntarily participate in housing rehabilitation.

One of the key incentives is to minimize the adverse property tax consequences. Although the basic code compliance work would not affect property valuation, general property improvements may result in reassessment. The City should first reduce the unwarranted fear of owners by informing them of the improvement items that would not result in reassessment. As a more positive step, the City should work with the State legislature to allow tax relief on rehabilitated properties so as to induce owners' interest in property maintenance and improvement.

Another key incentive is to take full advantage of the tax deductions provided for the costs of rehabilitation. Property owners often associate rehabilitation with additional debt service and less cash flow except by increasing the rents to cover the additional outlay. The City should inform owners of the various provisions for accelerated depreciation of the costs of residential rehabilitation which can serve to reduce the net annual cost of the rehabilitation to the owner. In addition, owners can also claim deduction on the interest payments of the rehabilitation loans, thus increasing their immediate or annual cash flows. These various tax deductions in conjunction with refinancing, can minimize or eliminate the adverse consequences of rehabilitation on monthly debt service increase or rent increase.

Actions:

- (a) Publicize the policies of the Assessor's Office regarding the impact of rehabilitation on property valuation.
(Assessor's Office)
- (b) Work with State legislators to get a constitutional amendment on the ballot to authorize a moratorium on increased valuation of property undergoing code compliance rehabilitation work and housing lower income tenants. (DCP)
- (c) Develop effective means of informing property owners about the various tax advantages of property rehabilitation so as to increase their voluntary participation in rehabilitation and code enforcement programs. (DCP)

10. USE COMMUNITY DEVELOPMENT FUNDS TO REDUCE THE HARDSHIP OF REHABILITATION ACTIVITIES ON LOWER INCOME TENANTS WHEN NO OTHER RESOURCES COULD ADEQUATELY ADDRESS THE PROBLEM.

The preceding measures may not be adequate in mitigating the adverse impacts of rehabilitation or fully address the rehabilitation needs of the very low income households. In such situations, Community Development funds should be used to assist rehabilitation activities in the most cost-effective manner as possible.

Currently, Community Development funds are used as relocation payments for households physically displaced due to publicly assisted programs. This use could be greatly improved by extending such payments to lower income households who would otherwise be displaced due to rent increase resultant from the rehabilitation program. The funds are also financing the interest-free Hardship Loan Program under the Rehabilitation Assistance Program. This type of directly assisted loan financing could be extended to units with lower income residents. It could be improved by using flexible interest rates depending on need instead of being interest-free, and by using flexible repayment schedules instead of deferred payment so as to minimize the immediate impacts of rehabilitation cost on the owners and tenants and increase the amount of payments commensurate with the owners' and the tenants' ability to pay.

Community Development funds could also be used to acquire property from owners incapable or unwilling to rehabilitate the building and resold to an interested party willing to perform the necessary rehabilitation work. This type of direct assistance should be provided only when no other alternative exists and the retention of the building is an integral part of the neighborhood's housing program.

Community Development funds could be used to create a revolving repair fund (see strategy 7-(c)) to assist owners to repair code deficiencies of immediate life and safety hazards when no other financing is readily available and residential displacement would result without the financial assistance.

Actions:

- (a) Continue to seek a new ruling from HUD on the use of Community Development funds in designated rehabilitation areas to provide relocation payments to lower income households to mitigate rent increase without requiring a physical displacement. Presently, only households that are physically displaced from the rehabilitated buildings are eligible for relocation payment assistance. (OCD)
- (b) Improve the effectiveness of the Community Development funded Hardship Loan Program to assist rehabilitation of units with lower income residents and prioritize the use of this Program in designated rehabilitation neighborhoods with higher concentration of lower income households. (OCD)
- (c) Explore the appropriate system of utilizing Community Development funds to acquire buildings for rehabilitation and to provide short-term code compliance loans. Rent stabilization guidelines should be required in these programs. (OCD)

11. USE HUD-APPROPRIATED MODERNIZATION FUNDS AND COMMUNITY DEVELOPMENT FUNDS TO REHABILITATE AND TO IMPROVE MAINTENANCE OF THE OLDER PUBLIC HOUSING PROJECTS, INCLUDING THE PING YUEN PROJECTS IN CHINATOWN.

The insufficiency of maintenance and modernization funds from HUD during the past years has resulted in many long overdue repair and maintenance work of the old public housing projects including the Ping Yuen Projects in Chinatown. Due to the age of the structures, the Ping Yuen projects are in need of major modernization work such as replacing the boiler systems, heating systems and elevators, and other maintenance items such as repairing leaking faucets, unsafe locks, broken windows, chipped plaster, etc. The 1976 Housing Authorization Act has set aside a significant amount of public housing modernization fund and hopefully the fund will be made available to the City in the coming year. The local Housing Authority should allocate equitable share of the available modernization funds to the Ping Yuen projects. The Authority's guidelines in determining the priority use of modernization funds should be reviewed with the Tenants' Associations of the affected projects, including the Ping Yuen Tenants' Association. If adequate funds from HUD is not available, continual allocation of the Community Development funds should be made to supplement the on-going efforts the Housing Authority.

Actions:

- (a) Allocate equitable amount of available Modernization Funds to repair the boiler system, heating system, and elevator in the Ping Yuen East, West, and Central. (SFHA)
- (b) Prioritize the use of the operation budget to repair leaking faucets, broken windows, and other maintenance items in the Ping Yuen projects. (SFHA)
- (c) Promote bilingual grievance procedures to serve non-English speaking residents in the housing projects. (SFHA)
- (d) Continue to allocate Community Development funds to supplement Public Housing Modernization activities. (OCD)

SECTION TWO: OPEN SPACE AND RECREATION

A RECREATION NEEDS AND PROBLEMS

Recreation problems in Chinatown continue to be critical in spite of recent efforts to improve and increase recreation facilities. These problems -- lack of sufficient open space and recreation facilities, concentration of low-income people, crowded living conditions, and large numbers of youth and elderly - tend to be more severe and more difficult to solve than those in most other high-need neighborhoods. Progress toward providing additional recreation space and facilities has been difficult and slow due to high land costs and scarcity of suitable sites.

The lack of adequate recreation space and facilities is extremely critical in the Chinatown area. The dense population concentration in the "core area" (ten times that of the average residential area in the City) creates a demand that exceeds the capacity of existing recreation facilities. In the Chinatown Core Area there are only 1.91 acres of recreation facilities owned by the Recreation and Park Department. The need for open space is compounded by the large number of overcrowded residential units. Many child care centers in Chinatown use existing parks daily to fulfill their program's open space requirement. Also, the low income and restricted mobility of many Chinatown residents limits opportunities to enjoy other citywide and regional recreation facilities. These conditions result in overcrowding of existing recreation facilities and can be resolved by increasing the capacity of existing facilities and by providing additional open space and recreational programs.

Public recreation facilities in Chinatown are intensely used; however the layout and play equipment of some facilities do not maximize their potential usage. The layout of several playgrounds if redesigned could provide for more efficient use of the available space. Likewise if play apparatus in some playgrounds were replaced with more innovative and attractive equipment the recreation capacity could be expanded. With so many residents using existing recreation facilities, regular and frequent maintenance is also needed to prevent deterioration of the play areas.

The location of Chinatown, adjacent to the expanding commercial and financial districts and high income residential areas, presents a critical problem. It has made Chinatown vulnerable to increasing demand for more intensive development thereby resulting in soaring land values. Market value of land has risen

to a point where public acquisition for recreation purposes is very costly and limited. The high residential density and the demand for additional land for residential and other purposes has resulted in a scarcity of sites suitable for recreation and open space.

In recognition of Chinatown's recreation and open space deficiencies, the area has been designated a high-need area for the acquisition and development of new recreation and open space facilities. Needs in Chinatown are critical for all types of recreational facilities and programs to serve the youth, elderly, and families with small children. For young adults, there is a need for large outdoor playing field for active team sports such as soccer. Currently, the closest facility for such use is the heavily-used Funston Playground which serves the whole north-eastern part of San Francisco. Elderly people require additional indoor facilities for senior citizen programs as well as passive outdoor recreation areas for sheltered games, exercising and sitting. Small children and their parents require additional play areas that are screened from the adverse impacts of heavy traffic and the intense activities that characterize much of Chinatown.

RECREATION RESOURCES

The primary funding sources for providing new recreation facilities are the Community Development Block Grant (CDBG) and the Open Space Acquisition and Park Renovation Fund, also known as the Proposition J Park Fund. Community Development funds are primarily used for new and replacement facilities at existing public playgrounds and parks in high need neighborhoods and for supplementing the Proposition J Program. The Proposition J funds for acquisition and development of new facilities in high-need neighborhoods will probably be very limited during the next few years due to higher than anticipated site acquisition costs in the first two-year program.

Another source of funds for recreation facility improvements - the General Fund - is budgeted in the Capital Improvement Program. In past years, funds have been allocated to the Recreation and Park Department for recurring improvements such as rehabilitation of fencing, lighting, and buildings, and resurfacing of courts and playgrounds. The Capital Improvement Program for park maintenance has been substantially reduced in recent years.

A potential source of money for special types of recreation improvements is again the CDBG Program. The scope of the CDBG Program includes improvement of streets and sidewalks areas for recreation purposes and related traffic safety measures.

the 1990s, the number of women in the labor force increased by 10.5 million, or 45 percent. The number of men increased by only 2.5 million, or 10 percent. The number of women in the labor force increased by 10.5 million, or 45 percent. The number of men increased by only 2.5 million, or 10 percent.

Women's labor force participation has increased from 47 percent in 1960 to 57 percent in 1990. The increase in women's participation has been driven by the growth in the number of married women in the labor force. The number of married women in the labor force increased by 7.5 million, or 50 percent, between 1960 and 1990. The number of married women in the labor force increased by 7.5 million, or 50 percent, between 1960 and 1990. The number of married women in the labor force increased by 7.5 million, or 50 percent, between 1960 and 1990.

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Limited funds are available from the State to cities for recreation improvements. The unpredictable nature of the State allocations makes it difficult to plan for its use.

RECREATION STRATEGIES AND ACTIONS

Effort to improve recreation opportunities in Chinatown should include the following basic strategies:

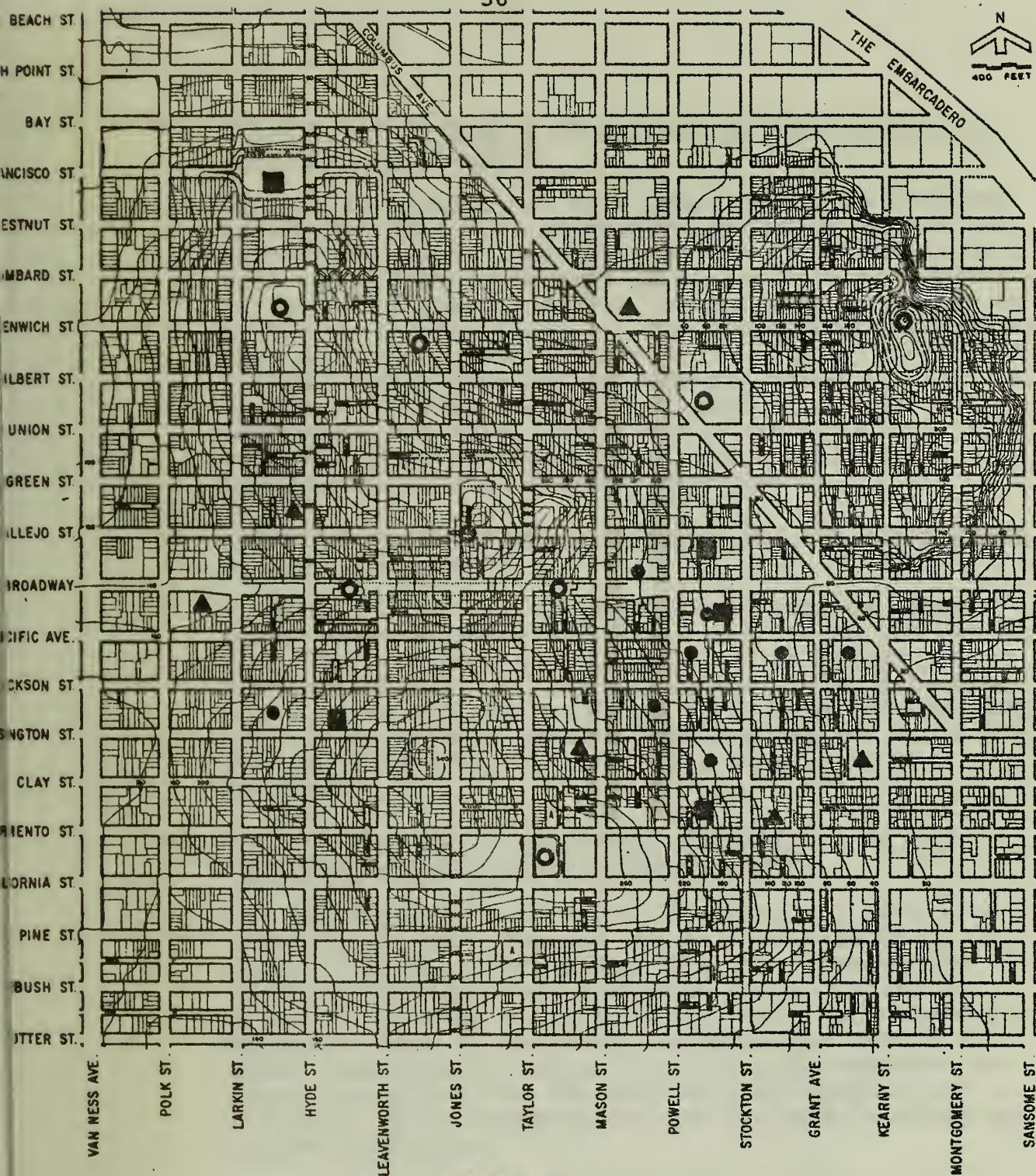
- (1) Provide new recreation facilities.
- (2) Maximize use of existing public recreation facilities.
- (3) Utilize streets, sidewalks, and public right of ways for recreation purpose.
- (4) Maximize use of open space in new and existing public developments.
- (5) Increase use of surrounding recreation facilities for Chinatown residents.
- (6) Expand recreation opportunities through better programming and coordination.

1. PROVIDE NEW RECREATION FACILITIES

As with housing, opportunities for acquiring additional recreation space depend on the availability of sufficient funds and appropriate sites which require minimal residential dislocation. The Open Space Acquisition and Park Renovation (OSAPR) is currently the primary source of public funds for acquiring sites for recreation purposes. Three lots adjacent to Churchill Alley near Vallejo and Stockton Streets have been designated for acquisition and development in the 1975-76 and 1976-77 OSAPR Program. Even with this site planned for open space, Chinatown still needs additional recreation facilities to alleviate over-crowding of existing facilities. It is recommended that the following actions be taken to ensure more open space for Chinatown.

- (a) Complete the acquisition and development of the Churchill Alley site.

Priority should be given to the completion of this project. The desirability of acquiring the two adjacent vacant lots for future expansion should be investigated once substantial progress has been made on the project.



MAP C

RECOMMENDED RECREATION IMPROVEMENTS

- Potential New Recreation Facilities
- ▲ Renovation of Existing Recreation Facilities
- Recreation Improvement of Other Public Facilities
- Other Public Recreation Facilities

(b) Acquire and develop a small park in the residential area west of Nob Hill.

Efforts to develop new open space should be focussed in the Nob Hill West area where no public recreation facilities exist. According to the 1970 Census, this area had a high concentration of families with young children. A potential site is the vacant lot with an adjoining laundry plant (a non-conforming use with an 1980 expiration date) on the north side of Washington Street between Hyde and Leavenworth Streets. The combined two lots contain over 6500 square feet of open space and have good southern sun exposure. This site should be considered for future acquisition and development through the OSAPR Program.

(c) Investigate the use of air rights for the development of recreation decks.

Potential sites include the parking lots on Joice Alley (Cameron House and YWCA lots) and in the North Ping Yuen. Each site has the potential of providing 7500 square feet of playing surface. With privately-owned sites such as the Joice Alley lots, the development of recreation decks can be implemented under the CDBG or OSAPR Programs if a long-term lease is obtained.

(d) Investigate the "first phase" development of the Francisco Reservoir as a playing field.

The development of a playing field at the Francisco Reservoir (on Hyde Street) can be accomplished in two phases. In the first phase, the area immediately south of the reservoir structure can be filled and graded to provide a level turf playing area approximately 70 feet by 400-feet, suitable for soccer and other team sports. Major required improvements include irrigation and drainage system, stairs, and fencing. Other improvements may include lighting and toilet facilities.

The second phase would entail the reconstruction of the existing reservoir roof structure into a playing deck. Since the land is already publicly owned, the first phase has the potential of providing a significant amount of open space at relatively low cost.

2. MAXIMIZE USE OF EXISTING PUBLIC RECREATION FACILITIES

Since high land costs make the acquisition of new open space in Chinatown difficult and slow, major attention should be given to strategies with potentially more immediate results such as improving existing recreation facilities. Some opportunities do exist in Chinatown for better utilization of open space in existing City recreation facilities.

The Chinese Playground is the principal recreation facility to be substantially renovated in the Chinatown area in order to expand recreation capacity. Phase II of the renovation will include a new clubhouse and a tot lot. Funds have been allocated for renovating Portsmouth Square, Washington Square, Helen Wills Playground, Chinese Recreation Center, and North Beach Playground.

It is recommended that the following renovation of existing recreation facilities be undertaken or completed within the next three years:

(a) Complete renovation of Chinese Playground.

Phase II of Chinese Playground renovation is currently under construction. Wall murals, water play structures, and other beautification items not part of Phase II may be desirable. In addition, maintenance and repair of Phase I construction, particularly the polyhedron structure, are needed. These smaller scale improvements may be carried out under the Neighborhood Initiated Improvement Program.

(b) Renovate Helen Wills Playground.

A master plan for Helen Wills Playground is currently being developed that may entail several phases. Once completed, initial phase of renovation should begin with funds reserved from the OSAPR Program. Additional funds should be secured for future phases.

(c) Complete improvement of Portsmouth Square.

Small scale improvements such as gameshelters, benches, information kiosks, and clock have been programmed for Portsmouth Square with monies reserved from the CDBG and OSAPR Programs. Additional improvements may include the upgrading and redesigning of the children play area and maintenance and repair items. Supplemental funds, as needed, may be available from either the CDBG and OSAPR Programs.

(d) Complete renovation of Chinese Recreation Center.

The Chinese Recreation Center has undergone renovation recently. The major outdoor space that still needs improvement is the inner children's play area. Additional improvements may include resurfacing the basketball area, providing sitting areas, and lighting the lower courtyard.

(e) Renovate North Beach Playground.

Funds have been reserved from the CDBG for new children play apparatus. The redesigning of the children play area should consider the provision of a small sitting area suitable for adults. A master plan for the total playground should be developed to program future improvements.

(f) Provide additional play equipment in the Hyde Street Mini Park.

It would be desirable to provide more innovative children's play apparatus on this site.

3. UTILIZE STREETS, SIDEWALKS, AND PUBLIC RIGHTS-OF-WAY FOR RECREATION PURPOSE.

Conversion of underutilized streets, sidewalks, and public right of ways for limited recreation use represents a viable short term strategy for providing additional usable open space. All public areas should be scrutinized for potential recreation opportunities, particularly in dense residential areas where both public and private open space are almost non-existent. This strategy has been carried out successfully in the development of miniparks in the east and west portals of the Broadway tunnel.

(a) Develop streets and public right-of-ways into informal recreation areas.

Many alleys in Chinatown are currently being used by nearby residents for informal recreation activities. Where automobile traffic is minimal, alleys should be physically improved for play and passive activities while providing for emergency and occasional vehicular access. Improvement items may include benches, tables, basketball standards, pavement striping for games, lighting, and portable poles for volleyball. Landscaping and beautification items such as street trees,

planter boxes, and wall murals may also be installed. These improvements should be accompanied with necessary street paving for a smooth playing surface and the installation of warning devices such as signs and rumble strips.

The Community Development Block Grant through the Neighborhood Initiated Improvement Program (NIIP) and other public improvement programs is one source of public funds.

One or two street areas in Chinatown, possibly Joice Street, Himmelman Alley (expansion of Broadway west portal minipark) and Pagoda Alley should be considered for initial planning and implementation of this approach for increasing usable open space.

(b) Close alleys for regularly scheduled recreation activities.

Informal recreation space can be secured without major physical improvement by simply closing streets. Underutilized alleys can be limited to recreation and other pedestrian activities on a regularly scheduled basis through the placement of temporary barricades. This procedure is often carried out on streets adjacent to schools.

The initial step in the process is the filing of a street closing petition to the Board of Supervisors. The Department of Public Works (DPW) makes recommendation on the petition based on its analysis. If approved, the DPW should make necessary street surface improvements as part of its regular maintenance program. Alleys like Salmon, Himmelman, Auburn, and Stone appear to have good potential. Stone Street can provide some of the needed open space for the Head Start program housed in the adjoining building.

(c) Widen sidewalks to increase usable open space.

Wide, generous sidewalk areas provide opportunities for outdoor recreation and pedestrian amenities in the development of mini-plazas. Some one-way streets between Jackson and Clay and between Polk and Larkin could possibly be narrowed to one traffic lane, thus providing additional space for a mini-plaza. Improvements of the sidewalk areas may be undertaken with CDBG funds. Where street width is excessive and encourages

heavy and fast moving traffic, the widening and bulbing of sidewalks are potential measures for slowing traffic, increasing pedestrian safety, and creating additional open space. Where sidewalk improvements are small scale, NIIP funds may be used. Below is one scheme that could be adapted to certain residential streets. Sidewalk widening may incorporate new diagonal or perpendicular parking in the overall planning. See Map D for location of wide streets.

4. MAXIMIZE USE OF OPEN SPACE IN NEW AND EXISTING PUBLIC DEVELOPMENTS.

To ease the overcrowding of existing public recreation and park facilities, the use of open space in other public developments, particularly schools and public housing should be optimized. Efforts should continue in improving yards in the Ping Yuen housing, Chinatown Branch Library, and local schools. Well-designed open space has been incorporated in the development of the new Mei Lum Yuen Stockton/Sacramento housing project. Wherever feasible, open space should be incorporated in future public developments.

(a) Continue improvements of the open space in the Ping Yuen public housing.

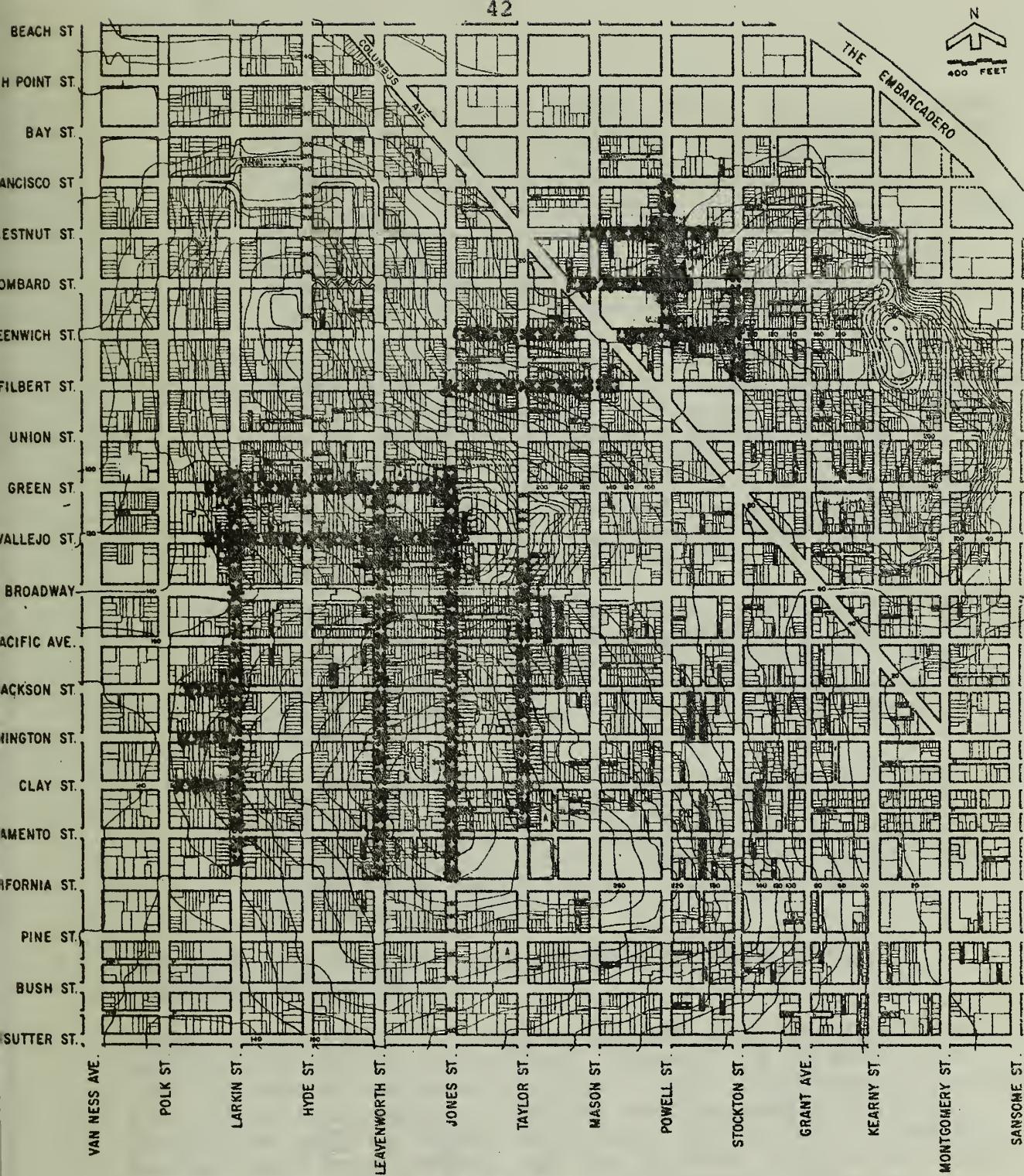
A "master plan" for the improvement of the Ping Yuen housing project has been developed by the tenant association. Needed improvement of the open space include play equipment, benches, tables, pavement resurfacing and striping, and children play areas.

(b) Complete improvement of rear yard in the Chinatown Branch Library.

Yard improvements have begun with funds allocated from the NIIP. Additional improvement may be necessary to make the yard more accessible to community space created by the renovation of the ground floor.

(c) Improve public school yards for optimum use.

Due to the small size of public school yards in Chinatown, these areas should be designed for optimum use. Yard improvement should focus on upgrading the physical facilities and providing a wide variety of recreation activities for the maximum number of children. Whenever feasible, the design of play areas should be suitable to local residents during non-school hours. The following improvement activities are suggested for implementation:



MAP D

POTENTIAL DEVELOPMENT OF SIDEWALKS AND ALLEYS
AS INFORMAL RECREATION AREAS

Alleys that could serve as informal recreation areas.

***** Streets with potential for creating widened sidewalks and/or mini-plazas.

- (i) Commodore Stockton School (K-3). Some small scale public improvements such as tree planting and new benches have been initiated in Commodore Stockton School. Potential yard improvements include play structures, murals, pavement striping and resurfacing for games, alcoves for passive activities, landscaping and vegetable gardens, and special ground surfaces and decorative paving for "kneeling games" such as jacks and checkers.
- (ii) Jean Parker School (K-3). Jean Parker School yards need similar types of improvements identified for Commodore Stockton. In addition, more funds may be needed to complete a garden/sitting project initiated under an earlier NIIP. Additional benches may be desirable to serve elderly people who participate in the meal program located there. The unimproved rear yard may be developed for other recreation activities.
- (iii) Washington Irving School (4-6). Washington Irving School playground needs improvements that would expand the active recreation activities. The anticipated removal of the bungalow building provides an opportunity for incorporating other games.
- (iv) Spring Valley School (K-3). The existing play structure is unfinished and in need of repair. Additional funds are needed to renovate and complete the structure. Other improvements include those mentioned for Commodore Stockton School playground.

5. INCREASE USE OF SURROUNDING RECREATION FACILITIES FOR CHINATOWN RESIDENTS.

Since opportunities for expanding and improving local recreation facilities are severely limited, it is essential that Chinatown residents be able to take advantage of facilities outside the area. Citywide and regional recreation facilities such as Golden Gate Park, Golden Gate National Recreational Area (GGNRA) and the Northern Waterfront should be made accessible and usable to Chinatown residents.

- (a) Improve access from Chinatown to citywide and regional recreation facilities.

Inexpensive and convenient transit service should be provided to all citywide and regional recreation facil-

ties from the Chinatown area. New Muni routes such as the #76 Fort Cronkhite to the Marin headlands offer Chinatown residents the enjoyment of non-local recreation activities. Bilingual transit information describing service to the recreation areas should be made available to Chinatown residents through the media and local service organizations.

(b) Support the development of the Golden Gate National Recreation Area (GGNRA), particularly Fort Mason, that is responsive to the needs of Chinatown residents.

The National Park Service is presently developing a parkwide "master plan" for the use of the GGNRA. Public hearings are scheduled in the spring of 1977 to solicit community input on the alternative plans and their environmental assessment. Fort Mason, the closest major GGNRA facility to Chinatown, offers opportunities for meeting some of Chinatown's recreation needs. Alternatives that are being discussed for Fort Mason include (a) urban park with sport fields and picnic areas, (b) major park landscaping to create a natural setting, and (c) restoration of key historic structures for education and historic programs.

(c) Support the development of the Northern Waterfront that meets the needs of Chinatown residents.

The revision of the City's Northern Waterfront Plan (covering the waterfront area from Fisherman's Wharf to the North China Basin) has been completed by the Department of City Planning. The Plan contains policies that provide for open space and recreation facilities for people residing in adjoining neighborhoods.

6. EXPAND RECREATION OPPORTUNITIES THROUGH BETTER PROGRAMMING AND COORDINATION.

(a) Expand public recreation programs into "outreach" locations.

Due to the difficulty and high cost of providing additional space and facilities for programs, the Recreation and Park Department staff should offer recreation programs on an outreach basis, utilizing existing facilities such as schools (after hours), public hous-

ing sites, facilities of private and quasi-public service organizations, and in some cases, alleys and dead end streets. Existing recreation centers could lend play equipments to be used at various outreach locations.

(b) Seek increased recreation staffing in order to maximize use of existing public recreation facilities.

Limited recreation staffing from both the School District and Recreation and Park Department makes it difficult to optimize use of school facilities. Without proper after-school supervision, school yards and indoor recreation facilities would normally be closed to the general public. Effort should be made to ensure that the budget for recreation staff is increased, not reduced.

SECTION THREE: COMMUNITY FACILITIES

COMMUNITY FACILITY NEEDS AND PROBLEMS

The availability of community services and facilities affects the overall quality of the neighborhood. The presence of essential community services makes the neighborhood a desirable place to live and work, particularly for low-income people who need assistance in overcoming language, cultural, health, social, and employment difficulties.

The Need for Community Services

The need for community services is great in the Chinatown area where population concentration is one of the highest in the City. There are a large number of immigrants living in the Chinatown area who depend on services now located there. Chinatown's population has a low average income and a high rate of unemployment and underemployment. Furthermore, large numbers of people living in other parts of the City and Bay Area also use services located in Chinatown. Chinese bilingual/bicultural services such as family planning, mental health, child care, and educational/vocational training are almost non-existent outside of Chinatown. Many of these service providers attempt to meet the needs of local residents as well as the non local residents.

The Need for Community Facilities

The Chinatown Core Area is a good location for most community services because of the large number of service users residing and working there. Being well served with transit, the area is a traditional center for many daily activities such as shopping, cultural events, and social gathering. As a result many supporting social services are now located in the Core Area.

Opportunities for creating additional community facilities in the Core Area are extremely limited and service providers must compete with commercial businesses as well as among themselves for space. The demand for program space far exceeds the supply, particularly for programs such as childcare that requires street level access and ground floor open space. Existing community facilities are overcrowded, and in need of physical repair and expansion. Many facilities are shared by various service providers in order to deliver essential services. The sharing of facilities imposes severe limitation upon individual service providers in their efforts to expand or develop new programs.

Most of the buildings in Chinatown are old and do not offer space suitable for many services. Program spaces are often either in

poor physical condition, too small or poorly located. The high cost of rental space forces many service providers to lease less than adequate space. The high rents also reduce the amount of program funds available for carrying out the needed services.

In view of the need for more community facilities, the Department of City Planning and the Office of Community Development have recommended that Chinatown be one of five neighborhoods to receive a new publicly-owned neighborhood center. While this center will meet some of the more urgent needs for facilities in Chinatown, there is still a continuing need to improve existing facilities and to develop additional services and facilities.

B.

COMMUNITY FACILITY RESOURCES

The Community Development Block Grant (CDBG) is a major source of the public funds available for increasing the availability of community facilities. The Community Development Program offers various approaches through which neighborhood facilities can be made available to the community. The CDBG can provide funds for (1) acquisition and renovation or construction of a new multi-service neighborhood center building; (2) development and renovation of community space in existing public facilities; (3) rehabilitation or renovation of existing private neighborhood multi-purpose facilities; and (4) the lease of temporary neighborhood multi-purpose centers.

The lease of temporary centers is considered an interim solution until permanent facilities can be provided. In view of the inadequacy of neighborhood facilities in Chinatown, the first three approaches should be fully explored.

As part of the Rehabilitation Assistance Program (RAP) a Public Improvement Plan is developed and implemented to improve the neighborhood. The provision of community facilities is one of the many eligible activities in the Public Improvement Plan that is also funded through the Community Development Block Grant.

Under federal regulations, the limited provision of community public services directed toward improving the community's services and facilities is also an eligible activity in the Community Development (CD) Program.

C. COMMUNITY FACILITY STRATEGIES AND ACTIONS

Effort to meet the community's need for neighborhood facilities should include the following general strategies:

- (1) Provide publicly-owned neighborhood facilities.
- (2) Maximize use of existing public neighborhood facilities.
- (3) Maximize use of existing private neighborhood facilities.
- (4) Provide public services in support of neighborhood physical development.

1. PROVIDE PUBLICLY-OWNED NEIGHBORHOOD FACILITIES

The provision of a publicly-owned multi-purpose neighborhood center is often the most desirable long term strategy for assuring adequate facilities for service providers. The multi-purpose center would provide additional space for new or expanded services as well as a focus for local programs, special events, and community meetings.

- (a) Acquire and develop a publicly-owned neighborhood multi-purpose center.

In the 1975 and 1976 Community Development Program, \$1.5 million was allocated for implementing the Neighborhood Center Program which provides for publicly-owned facilities. Chinatown has been recommended as one of the five priority neighborhoods to receive a new neighborhood multi-purpose center. The Department of City Planning and the Office of Community Development has been working with the community through the Chinatown Coalition for Neighborhood Facilities, to carry out this Program.

2. MAXIMIZE USE OF EXISTING PUBLIC NEIGHBORHOOD FACILITIES

The lack of vacant land and the difficulty of acquiring suitable sites for community facilities are major obstacles for developing new service facilities in the Chinatown area. Efforts should be made to include community facilities in new and existing public developments. Expansion or improvement of existing public buildings such as public housing and schools should be investigated for potential opportunities for new community facilities. Proposals to provide community facilities through joint uses should be evaluated on a case by case basis to determine their feasibility and appropriateness.

(a) Complete renovation of community space in Chinatown Branch Library.

In the 1976 Community Development Program, \$194,000 has been appropriated for the renovation of the basement of the Chinatown Library. The renovation will increase the capacity of the community rooms for multi-purpose activities.

(b) Continue improvement of indoor common space in the Ping Yuen housing projects.

Indoor space is needed in the Ping Yuen for food programs, classes, passive recreation for elderly, reading and study area for youth, tenant meetings, and child sitting or nursery services.

The 1977 Community Development Program includes proposals for providing tenant meeting space in the North Ping Yuen and childcare facilities in Middle Ping Yuen. Other common indoor space should be investigated for possible conversion to community rooms.

(c) Investigate school facilities for potential neighborhood facility opportunities.

The continuing high enrollment of schools in the Chinatown area limits opportunities for practical sharing of school buildings with community social service providers. The use of schools during non-school hours is not a very practical approach for providing services and programs to the community. However, school playgrounds provide some opportunities for creating additional community facilities. In view of the high land cost, it may be practical to construct community facilities such as a childcare center underneath playgrounds in Commodore Stockton School where they are partially located above sloping sidewalks.

Jean Parker School has been identified as inadequate for its needs in the San Francisco Unified School District's 1975 "Property Report." Any future school development or reconstruction should consider the inclusion of facilities that could be shared with the community. Currently the school basement is used on a limited basis for an elderly meal program.

(d) Incorporate neighborhood facilities where appropriate in the proposed Community College Center.

A new center of the Community College District is being proposed in Chinatown. This facility offers an excellent opportunity for joint use with neighborhood service providers to maximize the project's benefit to the community.

3. MAXIMIZE USE OF EXISTING PRIVATE NEIGHBORHOOD FACILITIES

Many existing private multi-purpose centers are currently providing needed public services such as child care, education, and recreation. The rehabilitation of these centers is often needed to assure the continuation of the services, particularly where facilities contain code deficiencies.

Two quasi-public facilities, the Chinatown YMCA and the Clay Street YWCA centers, are in need of renovation to bring the buildings up to health and safety requirements. Improvements of these two centers are being recommended in the 1977 Community Development Program.

Other multi-purpose facilities owned by family associations and quasi-public organizations may also be eligible for improvement funds from the CDBG. It must be demonstrated that these privately owned facilities will continue to provide social services to the public, primarily low and moderate income persons at nominal or no charge; are multi-purpose in nature; and have limited financial resources for undertaking the required improvements.

The YWCA Residence Hall on Powell Street is a potential site for additional neighborhood facilities. Portions of the lower floors may be renovated to house social service programs. This project may be undertaken as part of the proposed renovation of the upper floors for elderly housing.

4. PROVIDE PUBLIC SERVICES IN SUPPORT OF NEIGHBORHOOD PHYSICAL DEVELOPMENT ACTIVITIES.

It is desirable to develop or expand community services in conjunction with local physical development activities in order to maximize the benefits to the residents. To qualify for funding under the CDBG, such public services must meet the following federal criteria: (a) They principally serve residents identified in areas in which major physical developments are being carried out with assistance from the CDBG; (b) Physical development activities assisted by CDBG

are carried out in a coordinated manner pursuant to a locally developed neighborhood improvement plan; (c) Public services must be determined to be necessary or appropriate to support the physical development activities; and (d) Public services must either be new services or a quantifiable increase in the level of existing public services, and only if no alternative source of funding is available. It is expected that the Office of Community Development, along with the Mayor's Citizen Committee on Community Development, will develop additional local policies and guidelines for evaluating future funding of public service in high-need neighborhoods.

The types of community public services to be considered for future Community Development funding should be determined by the Chinatown community. Services such as employment development, health and child care, recreation and education programs may be provided by State or local agencies, quasi-public, or private agencies. Existing Chinatown organizations and service agencies should be encouraged to work in the development of specific programs needed in the community. Consideration should be given in coordinating the development or improvement of neighborhood facilities with the provision of public service programs.

SECTION FOUR: NEIGHBORHOOD ENVIRONMENT

A. NEIGHBORHOOD ENVIRONMENT, NEEDS AND PROBLEMS

The physical environment has a significant effect upon the satisfaction and outlook of local residents. People wish to live in a satisfying and comfortable residential environment that is free from hazards, stress, and physical deterioration. There are many basic human needs that must be satisfied close to home. Major concerns of residents regarding their neighborhood environment generally are matters of health, safety, and comfort. The satisfaction of these needs contributes to an overall livability of the neighborhood. Effort to improve the community should therefore deal with the physical environment.

The Need for a Well-Maintained Environment

Maintenance in the Chinatown area is a major community problem. The high residential density and the large number of visitors and tourists make littering a constant problem. The ever presence of litter on streets and sidewalks and overflowing trash receptacles make it difficult for local residents to develop a sense of pride in their neighborhood. There is a need for a higher level of street cleaning. Also, many of the streets and alleys in Chinatown are in poor physical condition and in need of repair. Streets and sidewalks contain potholes, depressions, bumps, and other conditions that make walking and driving hazardous and unpleasant. Since many of the alleys in Chinatown are intensively used by pedestrians, often in evening, these areas should be well maintained and well lighted. A cooperative effort among business establishments and residents is needed in the storing of all trash in covered containers.

Not all alleys in Chinatown, especially the narrow, dead-end ones are being maintained by the City. The City is responsible for maintaining those streets that have been built to local standards and "accepted" through a local ordinance. Map F page 60 identifies alleys in Chinatown that have not been accepted for maintenance by the City. Many of these alleys, such as Ross Alley, need to be properly reconstructed to ensure the safety of pedestrians and future maintenance from the City.

The Need for a Pleasant, Residential-Quality Environment

Much of Chinatown's environment is highly urban, composed of bleak-looking streets and high density buildings. It lacks most of the amenities found in lower density neighborhoods. Neighborhood beautification items such as street trees, and landscaping in private yards, sidewalks, and parks contribute to a pleasant residential environment by softening the harsh appearance and adding a needed sense of nature.

B.

NEIGHBORHOOD ENVIRONMENT RESOURCES

The major source of money for improving public areas comes from City General Funds and is budgeted under the Capital Improvement Program (CIP). The CIP includes, among others, reconstruction, replacement, and improvement projects for public areas and facilities, street lighting, and transit and street systems. Normal maintenance of public areas such as street cleaning, and litter receptacle emptying is also funded through General Funds. Limited funds are also available from the federal government through programs such as Comprehensive Employment and Training Act (CETA) or general revenue sharing.

Annually, funds have been reserved in the Community Development Block Grant (CDBG) for the Neighborhood Initiated Improvement Program (NIIP) that supports small scale public improvements. In addition, the 1977 CDBG Program contains a new Neighborhood Commercial District improvement program that may be appropriate for certain streets and alleys in Chinatown commercial areas.

Finally, the CDBG finances public improvements that are part of housing rehabilitation programs such as the Rehabilitation Assistance Program (RAP).

The main purpose of public improvements is to complement the improvements of housing with improvement of public areas such as streets, sidewalks, parks, playgrounds, schools, and community facilities. The San Francisco Administrative Code that establishes RAP states the "proposed plan for public improvements for each area shall include consideration of health, recreation, childcare, education, culture, and safety facilities and services."

Presently the local Public Improvement Program can only be implemented within a City-designated RAP area. Funds for physical improvements come almost exclusively from the Community Development Block Grant. The Department of City Planning prepares the Public Improvement Plan in conjunction with the locally constituted citizen advisory committee and the community at large. Other concentrated public improvement programs may be developed in conjunction with new housing rehabilitation programs.

Private funds may be procured through a special assessment district that is initiated by property owners. The Public Work Code (Article 6) establishes a procedure by which property owners contribute to the initial improvements of public areas (streets) that do not qualify for public support. The special assessment district is required for those streets that have not been "accepted" by the City for maintenance. The same procedures may also be used to provide further physical improvements on streets that are regularly maintained by the City.

C. NEIGHBORHOOD ENVIRONMENT STRATEGIES AND ACTIONS

A variety of improvements affecting Chinatown's neighborhood environment can be undertaken by public and private actions. However, priority should be given to improvements that serve a functional purpose such as benches, trash receptacles, and play apparatus. Because of Chinatown's many environmental deficiencies, improvements of a purely aesthetic nature are considered less important than functional ones.

Since neighborhood quality is defined in the residents' own terms, the planning of local improvements must include participation of local residents.

Basic strategies for improving the neighborhood environment are as follows:

- (1) Undertake neighborhood-initiated public improvements.
- (2) Provide higher level of maintenance in public areas.
- (3) Secure public commitments to improve the residential quality of the neighborhood.
- (4) Upgrade streets and alleys to increase pedestrian safety and amenities.

1. UNDERTAKE NEIGHBORHOOD-INITIATED PUBLIC IMPROVEMENTS.

The Department of City Planning, in conjunction with the Mayor's Office of Community Development, administers an annual program called the Neighborhood Initiated Improvement Program (NIIP). NIIP is the major program for funding small scale physical improvements in which neighborhood groups initiated their own projects. One purpose of NIIP is to upgrade the physical environment through improvements such as landscaping, community gardens, and installation of play apparatus, benches, and litter receptacles on public property.

The following indicate potential types of small scale improvements that can be initiated by local groups and individuals.

- (a) Continue outdoor improvements in the Ping Yuen housing projects.

Improvements have already begun under previous years' NIIP. Additional improvements may include expansion of sitting areas, tot lots, and community gardens. Benches, tables, play equipments, and shelters are also needed.

(b) Provide additional litter receptacles.

Areas where there are extensive litter problems such as Stockton Street, should receive additional trash receptacles that are frequently emptied. However, the current City budget for street cleaning does not provide for maintaining additional trash receptacles. Without an increase of the maintenance budget, the only other alternative for servicing additional receptacles is through a special "maintenance assessment district."

(c) Install raised sidewalk tree planters and Bollards.

Where appropriate, tree planters or bollards should be installed on sidewalks to discourage the illegal parking of vehicles on sidewalks. Vehicles that park on sidewalks interfere with pedestrian movement, damage sidewalks and curbs, and often block fire truck access. Proper placement of benches may also be used to achieve the same result.

(d) Provide "rest stop" benches at various sidewalk locations.

Benches, located in the hilly residential areas, provide convenient rest areas for people transversing over the hills, particularly for shoppers and elderly. They also serve as mini sitting areas for local residents. Pacific Avenue, between Stockton and Larkin is one street that is heavily used by pedestrians.

(e) Redesign school playgrounds for optimum use.

Improvement items such as play apparatus, murals, and sitting areas can improve the use of school playgrounds. See "Recreation and Open Space" section of this report for recommendations for various school playgrounds.

2. PROVIDE HIGHER LEVELS OF MAINTENANCE OF PUBLIC AREAS.

Litter is the most visible maintenance problem in the Chinatown area, particularly in areas of intense activities such as public parks and commercial areas. This problem is attributed partly to insufficient funds for street cleaning personnel.

(a) Seek increased scheduling of regular City maintenance and clean up of public areas.

Additional street cleaning personnel are needed to provide adequate maintenance, particularly on weekends. The experimental Comprehensive Employment and Training Act (CETA)-funded street cleaning supplemental program should be incorporated as part of the City's regular maintenance schedule.

(b) Carry out a joint City and community maintenance effort.

It is recognized that cooperation is needed from the community to deal with the littering problem. Joint effort between the community and the City may include:

- (i) Encouraging merchants to store all garbage in enclosed containers.
- (ii) Promoting community cooperation and awareness of littering problems and anti-littering and garage pickup laws.
- (iii) Encouraging merchants and property owners to clean sidewalk areas without sweeping trash unto street gutters.
- (iv) Promoting City-supported, neighborhood-initiated clean up campaigns.
- (v) Exploring the feasibility of using mechanical street sweeping equipment to supplement regular street sweeping on an experimental basis.

3. SECURE CITY COMMITMENT TO IMPROVE THE RESIDENTIAL QUALITY OF THE NEIGHBORHOOD.

Not all improvements that contribute to the livability of the residential neighborhood can be carried out by neighborhood-initiated efforts. These improvements, usually more complex and larger in scale, should be undertaken by the City. These include:

(a) Remove physical barriers which impede the mobility of elderly and handicapped persons.

Currently three types of activities are responsible for the installation of curb ramps at street intersections: private or public actions relating to side-

(a) (cond.)

walk reconstruction; public actions relating to street repair; and the special six-year City program to install 2,500 ramps. State law requires that curb ramps be installed at street or driveway intersections whenever new or reconstruction work is undertaken there. These actions result in a substantial number of new ramps, but nevertheless are random and do not necessarily provide for continuous linkages within a given area.

A six-year local program to install 2,500 curb ramps at crosswalk was initiated in 1973. In its report, the Coalition for the Removal of Architectural Barriers has identified locations for curb ramps which include most of Chinatown commercial areas. (See Map E, page 58). Additional locations are being recommended for the "six year" program in areas where there are many elderly people.

To date, contracts under the six-year program have been awarded for approximately 600 to 700 ramps throughout the City. Ramps for the Chinatown area have been included in contracts soon to begin. Some delays in the installation of ramps in the Chinatown area will probably occur due to special problems created by sidewalk basements.

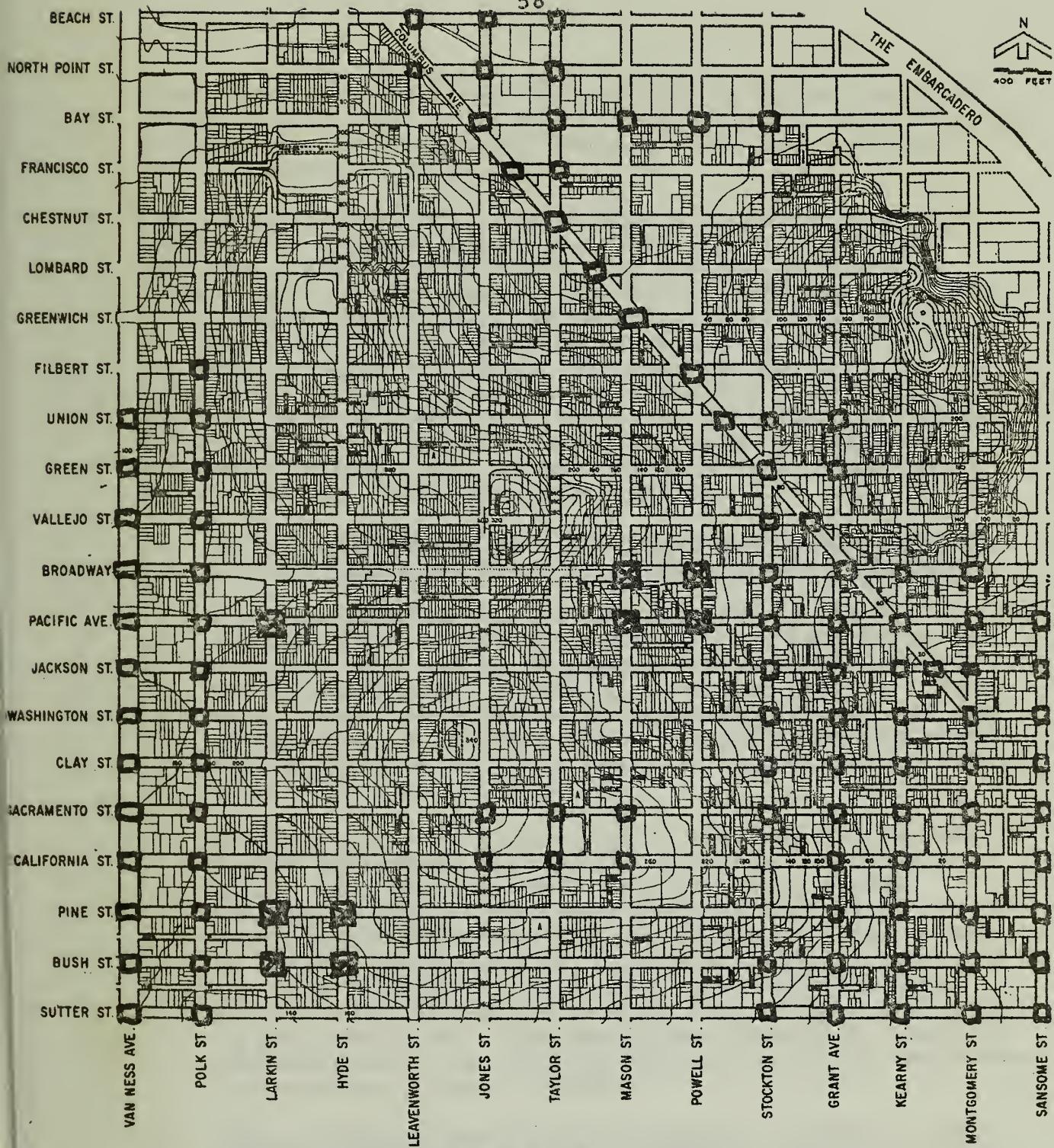
The Community Development Program includes a program to remove physical barriers in public buildings. The Chinatown Branch Library that is scheduled for renovation will provide for handicapped access.

(b) Undertake major public improvement in housing rehabilitation areas.

Where housing rehabilitation programs are undertaken, major public improvements should be undertaken to improve the overall livability of the area. These public improvements would be planned concurrently with the housing programs.

4. UPGRADE STREETS AND ALLEYS TO INCREASE PEDESTRIAN SAFETY AND AMENITIES.

Many streets and alleys in Chinatown are in such neglect and so overused that major rehabilitation and capital improvements are needed. Many alleys, particularly those



MAP E

HANDICAPPED RAMPS AT CROSSWALKS

- Recommended in the Six-Year Program Proposed by the Coalition for the Removal of Architectural Barriers, November 25, 1973.
- Added to the Six-Year Program, December 1976.

often used by pedestrians working and living in the commercial areas, are unpleasant and hazardous to walk through. Priority should be given to those alleys that are most heavily used by pedestrians.

Various individual or a combination of strategies may be employed to upgrade Chinatown alleys, depending on the problems, existing conditions, and the desired types of improvement. Street resurfacing and lighting can be undertaken within the existing operation of City departments. The improvement of "unaccepted" streets (those which have not been accepted for public maintenance) requires the initiation of special assessment districts. In addition, the provision of pedestrian amenities, informal recreation space, and beautification items (for both accepted and unaccepted streets) may be undertaken wholly or partially with Community Development Block Grant.

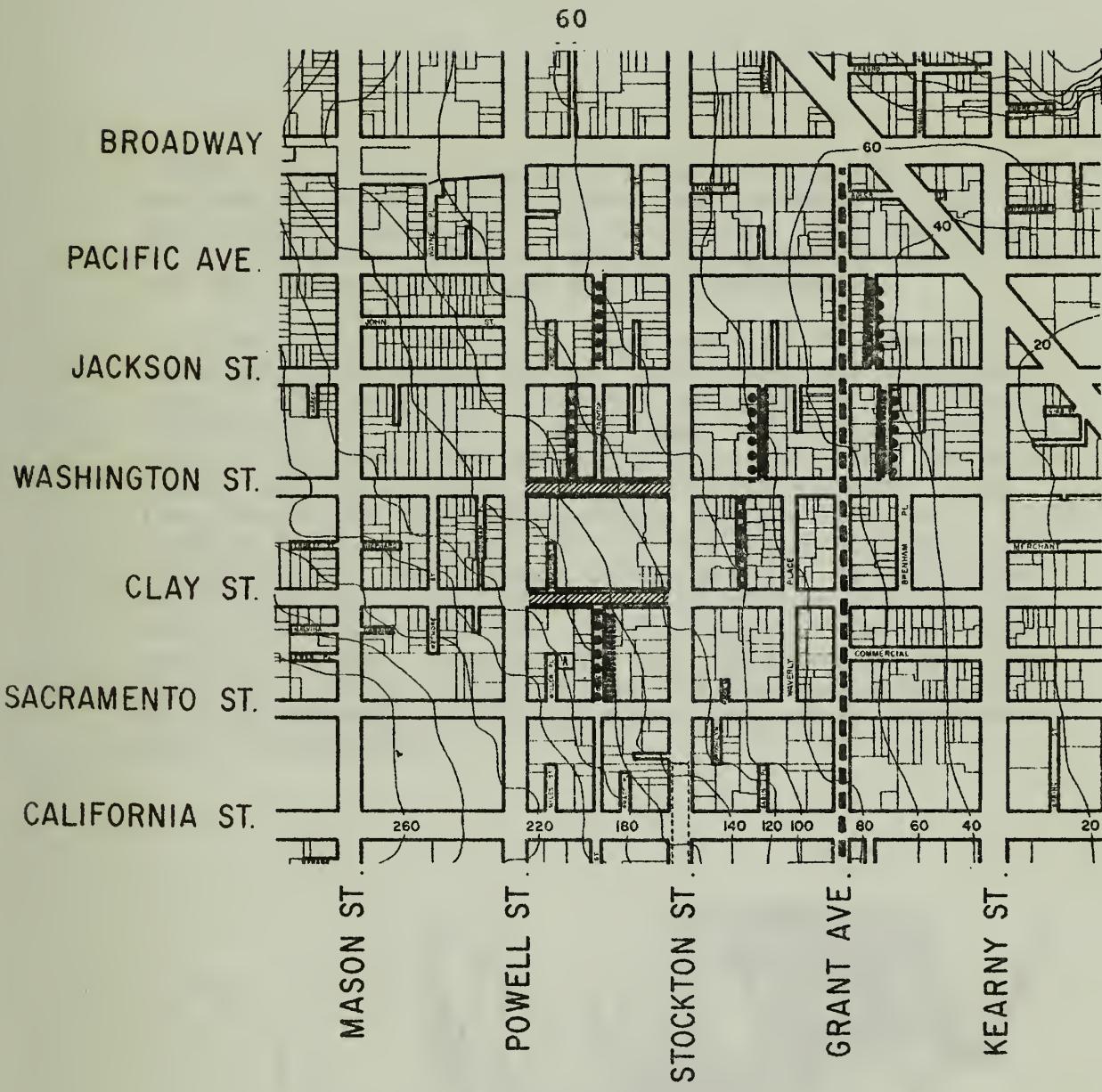
(a) Secure commitments from responsible City agencies to upgrade neglected streets through existing programs.

The Department of Public Works, based on its own surveys and established criteria, sets priorities for which streets are to be repaved or reconstructed in the annual Capital Improvement Program budget. Since many alleys in Chinatown are narrow, vehicles and pedestrians share the same space. Special consideration should be given to their physical improvement to ensure safe pedestrian movement.

Reconstruction of street curbs, gutters, and streets is needed throughout much of the Chinatown commercial area. Many granite curbs have sunken or become damaged so badly that replacement is necessary. Grade separation between the top of the curb and the street is often insufficient to discourage vehicles from parking over sidewalks. Asphaltic street gutters have deteriorated into potholes that trap garbage and result in poor drainage. This unsanitary condition should be corrected with new concrete gutters that will facilitate drainage and street cleaning.

(b) Create special assessment districts to improve alleys for future maintenance by the City.

The City will not maintain "unaccepted" streets or alleys which have never been improved to City standards. Procedures for improving "unaccepted" streets involve a special assessment district where adjoining property



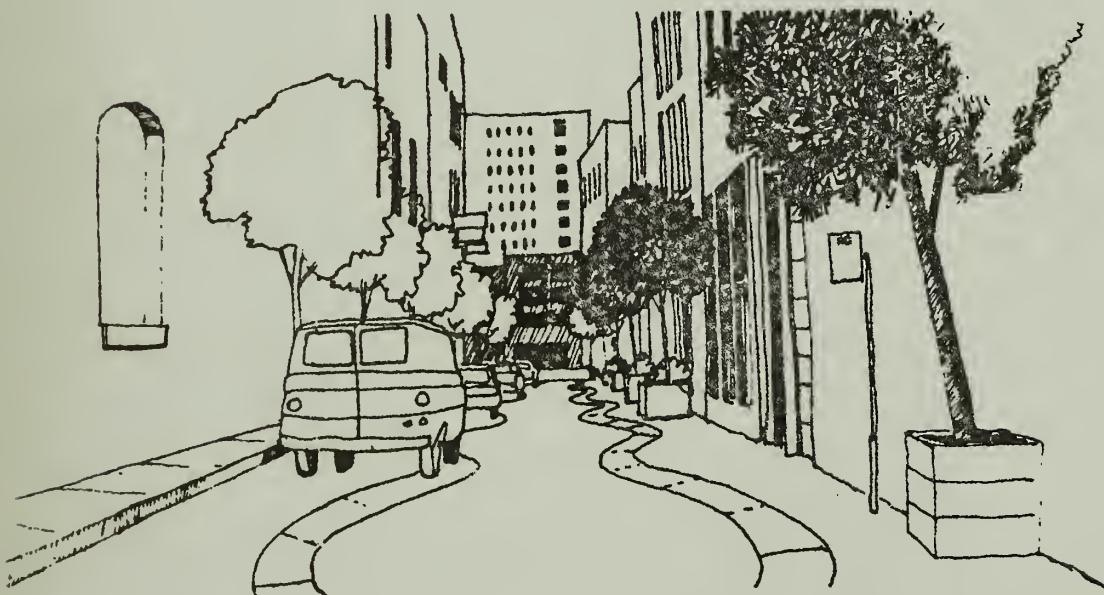
MAP F

RECOMMENDED STREET IMPROVEMENTS

- Street and curb reconstruction with potential sidewalk widening and other amenities
- ===== Street reconstruction (Capital Improvement Program)
- ~~~~~ Alley reconstruction with pedestrian amenities
(May require special assessment district)
- Street light improvement

owners contribute (based on amount of street frontage and not to exceed 1 1/2 times the assessed value) to the initial improvement of the alley. The Department of Public Works (DPW) is the lead agency for carrying out the improvements and special assessment.

If street improvements include special features for improving pedestrian safety, amenities and beautification of the area, the NIIIP may be used to supplement reconstruction costs. Additional pedestrian amenities such as benches, low-level lighting, buffers for trash areas, and strategically located tree planter boxes (to discourage illegal parking) can be provided. Truck loading bays along one side of the alley can be provided for the convenience of merchants. In addition, beautification items such as wall murals and the texturing of street surface can be incorporated in the overall design. Beckett Street (adjacent to the East Ping Yuen public housing) and Old Chinatown Lane (a private street) are alleys where the above improvements may be undertaken.



The upgrading of alleys with pedestrian amenity items can contribute to the livability of the neighborhood.

SECTION FIVE: TRANSPORTATION

A. TRANSPORTATION NEEDS AND PROBLEMS

Chinatown has one of the highest concentrations of people and activities in the City. As a result the streets and sidewalks are intensively used day and night. The high volume of vehicular traffic in the neighborhood is a problem for the people who live in, work in, and visit the Chinatown area.

The current level of congestion is significant enough to affect neighborhood livability. Trucks and automobiles that cannot find appropriate loading or parking spaces often double-park on the streets and block traffic lanes. As a result, public transit vehicles that must weave through the congestion are delayed, resulting in poor service and adding to the congestion. Pedestrians are subjected to hazardous and unpleasant experiences caused by street congestion, pollution and noise, crowded sidewalks, and heavy and fast traffic on major arterial streets. Without corrective measures, traffic will continue to be disruptive to residents, pedestrians, and transit and vehicle occupants.

The Need for Transit Services in Chinatown

Residents in the Chinatown area are highly transit-dependent. The high percentage of low-income and elderly people plus the lack of parking spaces contributes to an extremely low auto-ownership ratio, particularly in the Core Area. According to the 1970 U.S. Census, 84.3% of the households in the Core Area do not own cars as compared with the City's rate of 39.6%. In 1970, 28.1% of the workers in the Core Area took transit to work while 57.4% walked to work. See Appendix A.

The Need to Improve Transit Service

The Muni #30 Stockton local trolley coach line that runs through the Chinatown Core Area is considered one of the most heavily used Muni line in the City. According to recent Muni surveys, this line has the highest number of boarding passengers per vehicle mile. Buses on the southbound #30 Stockton and westbound #55 Sacramento lines are often filled before they reach Chinatown, thereby forcing Chinatown riders to stand in crowded aisles. Congestion also exists on the narrow sidewalks where waiting bus riders interfere with the heavy pedestrian movements. Nearly all bus stops, even the most congested ones, have no bus shelters to protect the waiting riders from inclement weather. The overcrowding of "peak hour" buses coming to China-

town from the financial district or Downtown tends to discourage Chinatown riders from using transit until after peak hours. The result is that many Chinatown riders including late shoppers and workers getting off at 6 p.m., are inconvenienced with less frequent transit service at times when "peak" service is still needed.

The availability of bilingual transit information is a major concern in Chinatown where a large number of non-English speaking residents are transit dependent. The lack of transit information in Chinese tends to isolate many Chinatown residents. There is a strong need for providing bilingual route and schedule information through Muni telephone operators, map handouts, and on signs posted at bus stops.

The Need to Provide New Transit Service

The highly-populated residential area west of Powell Street, between Union and Sacramento Streets is not served well by transit. The cable cars that run through part of the area provide limited service to local residents. The steep topography in this part of the neighborhood makes walking difficult, especially for shoppers and elderly people.

The Need to Reduce Traffic Congestion

Another serious problem is the extreme traffic congestion in the Chinatown Core area that results in slow and irregular transit services. The congestion on Stockton and adjacent streets makes it difficult for transit drivers to keep their schedule. The result is bunching up of buses and long waiting periods between buses. Illegal double-parking and parking in bus zones prevents proper curbside loading and unloading of passengers, a major inconvenience for older transit riders. There is an urgent need for greater enforcement of traffic laws as well as a street system that will facilitate the movement of buses.

The Need to Ease Parking Demand

There are many complaints regarding the lack of parking spaces for both local residents and visitors. There are few off and on-street parking spaces available for all day residential parking. Most residential buildings have few or no garage stalls. Visitors compete with the residents for whatever few on-street parking spaces that are available. The streets and parking garages can accommodate only a small fraction of all automobiles that Chinatown attracts. The result is that cars remain on the streets and contribute to traffic congestion.

The Need to Reduce Excessive Traffic in Residential Areas

Chinatown's residential areas experience large amounts of external through traffic on local streets. Chinatown's central location in relation to many origin and destination points such as hotels on Nob Hill, Fisherman's Wharf, the Financial District and Downtown makes it a necessary route for auto users. Traffic generated by nearby commercial and entertainment areas result in intrusion of automobiles onto nearby residential areas. The lack of commercial parking space results in usurping of residential on-street parking spaces by visitors. Residents are subjected to excessive noise, pollution, physical dangers and inconvenience from the excessive amount of outside traffic penetrating the Chinatown neighborhood.

B. TRANSPORTATION RESOURCES

Funds to improve urban transportation are available from many sources. Federal sources include Urban Mass Transportation Administration (UMTA) and Federal Aid to Urban Systems (FAU) which provides grants for transit capital improvements, facility modernization, new equipment, management, planning and research. Much of these funds are scheduled under several Muni programs such as the Transit Improvement Program (TIP).

Local and state gas tax funds are available for renovating and maintaining streets and related hardware and facilities such as traffic control indicators and devices, landscaping, trees, lighting, and street furniture. These funds are scheduled annually in the Capital Improvement Program (CIP) based on priorities established by the Department of Public Works for the various streets and intersection. Currently, funds for street capital improvement are insufficient to meet the needs of the City's street system.

Much of the local funds (ad valorem or property taxes) for transportation go toward the operation and maintenance of the transit system, including special access service, marketing, and publicizing transit information. Also, local funds are used to match federal grants.

Community Development Block Grant (CDBG) can be used to plan and implement special traffic control measures for residential streets. Other resources include federal and state highway funds, revenue bonds (issued for transit improvements and parking garages), and miscellaneous other federal and state resources (i.e. National Park Service's proposed shuttle for GGNRA).

C. TRANSPORTATION STRATEGIES AND ACTIONS

With the very limited amount of vacant land and street space available to accommodate the various transportation needs, priorities should emphasize meeting those needs that will keep the community viable and livable. Emphasis should be given to improving transit and pedestrian circulation and access for service and delivery vehicles. City officials should continue to work with residents and community organizations such as Chinatown Transportation Research and Improvement Project and the Chinese Chamber of Commerce to resolve transportation problems.

Strategies to improve the transportation system in Chinatown should essentially conform with the policies and objectives of the Transportation Element of the Master Plan. Basic transportation strategies are as follows:

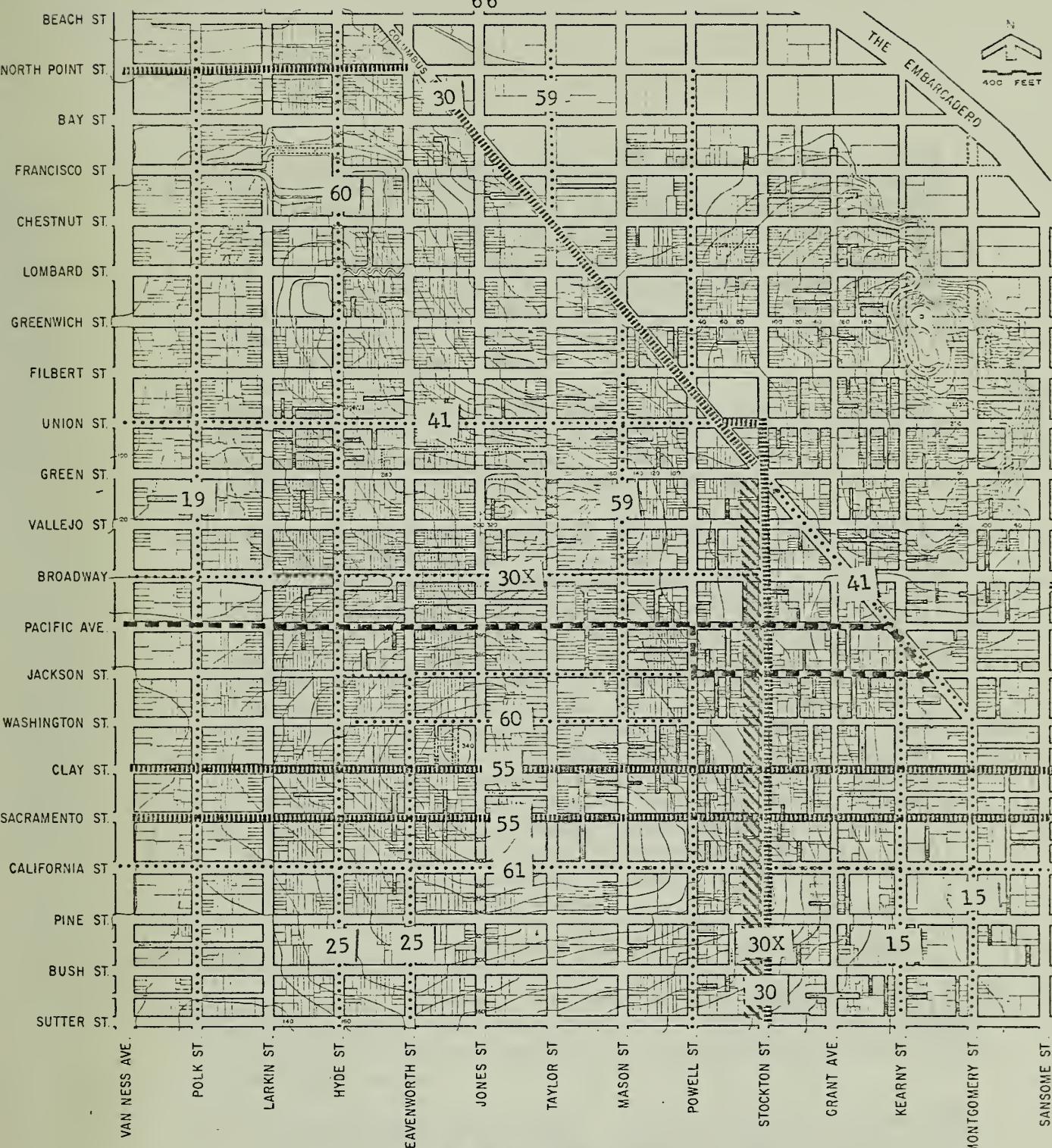
- (1) Emphasize public transit as the primary means of meeting Chinatown's transportation needs.
- (2) Work toward a safe and efficient street circulation system that accommodates the needs for essential vehicle and pedestrian movements while protecting the neighborhood environment.
- (3) Work toward an efficient and productive use of existing parking spaces while easing parking demand.

1. **EMPHASIZE PUBLIC TRANSIT AS THE PRIMARY MEANS OF MEETING CHINATOWN'S TRANSPORTATION NEEDS.**

Strategies to improve the transportation system in Chinatown should conform to the Board of Supervisor's "transit-first" policy. Public transit represents a more efficient mode of transportation and often offers the only means of travel for most of Chinatown's residents, particularly low-income and elderly people.

(a) Improve existing transit service

Chinatown organizations have proposed to Muni transit planners changes to lines that are most important to the Chinatown community. Proposals deal primarily with line route network and the level of services needed to improve service to and from Chinatown. The following is a brief summary of the proposals. Additional details and information will be developed by transit planners working with the community.



MAP G

RECOMMENDED PUBLIC TRANSIT IMPROVEMENTS

..... Improve Existing Service

- - - - - New Transit Service

/ / / / / Transit Preferential Street Treatment

..... Other Muni Routes

(i) #30 Stockton Local. The #30 Stockton local line has an unreliable service schedule and passenger overcrowding caused by inadequate service levels and heavy traffic congestion. Potential solutions for reducing overcrowding include shortlining some of the buses, that is, returning some buses midway through the route; adding new buses to reduce headway time; or reinforcing the existing line by rerouting other lines.

More reliable service can be expected by giving priority to transit vehicles and reducing congestion on Stockton Street. See section (c) for Transit Preferential Street features.

(ii) #55 Sacramento. The #55 Sacramento line serves as an important link to the Inner Richmond District but requires passengers to transfer to reach the Outer Richmond. In addition, the line suffers from severe overcrowding, particularly during peak hours. A potential solution is to merge the #1 California with the #55 Sacramento, running along California Street between Arguello and 33rd Avenues. The combined service should reduce headway and allow for special services such as "off-peak hour limited stop" service along certain segments and "peak hour express" service. Express service would carry the large number of commuter passengers from the Financial District and Embarcadero Center, thus allowing local service to carry passengers from and within the Chinatown area.

(b) Review and finalize plans for other transit lines.

Other possible changes of Muni's line network and level of service have been proposed but will require further investigation before specific recommendations are made. These lines are:

(i) #15 Third/Kearny Local. The #15 Third may be rerouted through Stockton Street, between Union and Mission Streets to reinforce service along Stockton.

(ii) #41 Union Local. If the #15 Kearny is rerouted through Stockton Street, a gap in service would result on Columbus and Montgomery. The #41 Union could be rerouted to fill the service gap there.

- (iii) #25 Bryant. The #25 Bryant, if extended to Union Street along Leavenworth or Hyde Streets during non peak-hours, would offer an alternative to the existing Hyde Street Cable Car service.
- (iv) #3 Jackson. The #3 Jackson potentially would be able to provide the much needed east/west service between #41 Union and #55 Sacramento by being re-routed along Pacific Avenue between Van Ness Avenue and the Financial District.

(c) Install Transit Preferential Street Features on Stockton Street.

Transit service in Chinatown can be substantially improved with increased transit speed along Stockton Street. The Transit Preferential Street Program is designed to improve the speed and convenience of transit service on congested streets. The Program can include substantial modification of the street system aimed at giving priority to transit vehicles through preferential lane treatments.

The Transit Preferential Street Program for Stockton Street can be undertaken in phases as part of an overall effort to improve traffic circulation. Many traffic control measures and modification of curbside parking patterns can be implemented without major capital expenditures. Strict enforcement of double parking, widening of sidewalks at bus loading zones, and vehicular turning restrictions may be considered as initial phases of the Transit Preferential Street Program.

Phase I of Muni's Planning, Operating, and Marketing (POM) Study has considered various schemes for transit preferential treatment along Stockton Street. Stockton Street between Columbus Avenue and Market Street is considered a high priority among streets being analyzed for preferential treatment. Major sources of funding for this program would come from the Urban Mass Transit Administration (UMTA) and Federal Aid to Urban Systems (FAU) funds. City officials should continue to work with the community and merchants to develop measures for possible implementation.

(d) Provide new east/west transit service.

There is a need for new service in the Chinatown area west of Powell Street between Union and Sacramento Streets where no east/west transit service exists. The cable cars that run through parts of the neighborhood are usually filled with tourists and visitors and are not practical nor safe for older residents and shoppers.

A new transit line running east/west near the mid-point between Union and Sacramento Streets would provide some of the needed service. This new line would link a large number of residents to the core of Chinatown, where many essential services and employment activities are located. Potential solutions include a new community service line and the rerouting the #3 Jackson Muni line through this area.

(e) Provide bus shelters, benches, and enlarged waiting areas at bus stops.

In view of the large number of transit riders in the Chinatown area, bus shelters and benches should be installed at all bus stops where feasible. Priority for locating shelters and benches should be given to the most heavily used lines such as the #30 Stockton and the #55 Sacramento.

Bus loading platforms (simply extension of sidewalks) should be installed where sidewalks are crowded and narrow. Bus loading zones on the west side of Stockton Street appear to be in most need of more waiting space. An evaluation of existing bus stop locations should be made before any physical improvements are undertaken.

(f) Provide Chinese bilingual transit information.

Higher transit patronage can be expected if transit information is available to non-English speaking Chinese. Readily available information will increase their mobility and reduce their dependency upon Chinatown for residency. Chinese bilingual transit information should be provided by Muni in the following areas:

- street information: route and schedule signs at bus stops. A recent community effort has resulted in contacts for bilingual bus stop signs along #30, #30X, #15, #55, #41, #38, and #5.

- on board information: hand outs of schedules and route maps.
- Muni telephone information system.
- marketing publicity in all forms of media.

(g) Improve access from Chinatown to major recreation areas.

Inexpensive and convenient transit service should be provided to major recreation areas in the City and region. Access to recreation facilities such as Golden Gate Park, Northern Waterfront, and the Golden Gate National Recreation Area (GGNRA) should be provided from Chinatown utilizing Muni service. New routes such as the Muni #76 Fort Cronkhite to the Marin headlands (GGNRA) should be created, particularly during weekends and summer months.

The Golden Gate Recreation Travel Study, sponsored by the National Park Service has produced a plan for providing access to the major recreational areas of Marin and San Francisco Counties, particularly the GGNRA. Shuttle bus service is being recommended from the San Francisco's Northern Waterfront to Fort Funston at Ocean Beach and to Marin headlands. This recommendation should be implemented.

2. WORK TOWARD A SAFE AND EFFICIENT STREET CIRCULATION SYSTEM THAT ACCOMMODATES THE NEEDS FOR ESSENTIAL VEHICULAR AND PEDESTRIAN MOVEMENTS WHILE PROTECTING THE NEIGHBORHOOD ENVIRONMENT.

Streets represent valuable resources that must be used judiciously to accommodate the essential needs of residents, shoppers, merchants, transit riders, visitors, and workers. The high demand imposed by Chinatown's unique setting makes it imperative that street space is used productively with minimum traffic congestion and conflict.

(a) Conduct a Traffic Circulation Study for the Core Area.

The automobile congestion problem in the Chinatown Core Area is extremely complex. The Department of Public Works should conduct an in-depth analysis of traffic patterns to determine the nature, magnitude, and source of congestion. The scope of the traffic study should include the area bounded by Broadway, Kearny, California, and Powell Streets. The study should also include the feasibility of encouraging

(a) Conduct a Traffic Circulation Study for the Core Area.
(cond.)

tourists and visitors who drive to use surrounding garages before they enter the Chinatown Core Area. It should also consider the implementation of transit preferential treatments on Stockton Street and the necessary traffic control measures needed to ensure its success.

(b) Develop and implement a street circulation plan for the Chinatown Core Area.

In view of the complex and interrelated nature of Chinatown's circulation pattern, a comprehensive approach to solving transportation problems is necessary. Efforts to improve the transportation system should include the participation of various city departments. An overall transportation plan will assist the City and the community in phasing capital improvements and changes in circulation. An in-depth study of the existing circulation pattern is needed to determine the degree and nature of the problems so that appropriate decisions can be made. Such a plan should be coordinated with any effort to improve the circulation of the Downtown area.

No specific actions are being recommended for traffic improvement until the various strategies are fully explored by merchants and residents with city officials. Potential strategies that warrant investigation include:

- implementing a uniform truck delivery schedule so that deliveries are confined to times when they will not conflict with peak commute or shopping hours.
- providing turning lanes approaching intersections (such as those on Grant Avenue) where there is a single traffic lane.
- enforcing vehicle turning restrictions at congested intersections.
- installing or modifying traffic signals where there are conflicts between vehicular and pedestrian movements.

(c) Plan and Implement "Protected Residential Areas" Projects in Chinatown.

The Protected Residential Area (PRA) program is a local program aimed at protecting residential areas from the adverse impact of excessive automobile through traffic. This program involves physical modification of streets designed to discourage fast and non-local traffic. Street improvements may include beautification items such as street trees and benches and additional open space. See section on recreation and open space for further details on recreation streets. This program should be coordinated with efforts to improve vehicular circulation in the area. See Map (page) for potential PRA streets.

(d) Initiate improvements at problem street areas.

Some problem areas that are currently being studied by officials from the Bureau of Traffic Engineering include:

- intersection of Broadway, Grant, and Columbus, where there are traffic conflict and frequent pedestrian jaywalking. Modification of existing traffic signals is being considered.
- Portsmouth Square Garage proposal to designate a holding lane on Brenham and Clay Streets for cars entering Portsmouth Square Garage in order to reduce traffic congestion at nearby intersections is expected to be implemented soon.
- intersection of California and Grant, where cable cars preempt traffic flow along Grant Avenue.
- intersection of Columbus, Kearny, and Pacific where there are automobile conflicts and inadequate pedestrian crossing time.
- intersection of Pacific and Powell, where there are conflicts between automobiles and pedestrians.

3. WORK TOWARD AN EFFICIENT AND PRODUCTIVE USE OF EXISTING PARKING SPACES WHILE EASING PARKING DEMAND.

Parking spaces like streets, represents valuable and limited resources in the Chinatown Core Area. Within this area, pri-

ority should be given to the efficient and pleasant movement of service clients, shoppers, visitors, and the movement of goods. These functions should have priority in the use of limited parking spaces, both on- and off-street. Effort should be made to ease parking demand in the Core Area while maintaining the viability of the neighborhood.

(a) Encourage better utilization of parking garages in surrounding areas for Chinatown visitors.

One approach for easing parking congestion is to encourage visitors and tourists traveling in automobiles to park in nearby garages such as Bush/Stockton Garage (one-half block from the Chinatown "Gateway") and the St. Mary Garage. Tourist maps and guidebooks should point out the desirability of parking nearby and enjoying the scenes on foot.

Another potential strategy which requires further analysis is a shuttle service between Chinatown and fringe parking garages in the Golden Gateway Embarcadero Center. On weekends and evenings, the Golden Gateway Garage is underused and would be able to absorb a substantial number of automobiles destined toward Chinatown. Incentives for drivers to use the fringe garages would be an inexpensive parking rate, less congestion and delays, and free shuttle service (which might initially be funded by Metropolitan Transportation Commission (MTC) as a demonstration project and perhaps later shared by merchants and garage operators.) Similar services are being provided by several North Beach restaurants.

(b) Analyze and modify use of existing on-street parking spaces.

There are several potential measures that may be undertaken for more productive use and greater sharing of existing on-street parking spaces. Further review between the community and city officials are needed before any actions are taken. Potential street parking modifications include:

- converting some existing one-hour parking meters to shorter terms to free up more spaces for "quick-stop" shopping and visiting.

- increasing the number of freight loading zones, particularly on Stockton Street.
- enforcing a time limit in some freight loading zones to produce greater turnover and sharing the limited street loading spaces.
- encouraging merchants to park their delivery vans and small trucks in nearby garages when not in active use, thereby freeing additional spaces for loading activities.
- investigating the feasibility of permitting resident parking during evenings on the north side of Pacific Avenue between Columbus and Powell Street.
- enforcing existing on-street parking regulations on weekends as it is being done in the Fisherman's Wharf area to increase space turnover.

APPENDIX A

STATISTICAL PROFILE OF CHINATOWN

The Chinatown study area boundaries are Bay Street on the north, Sansome Street on the east, California Street on the south and Van Ness on the west. Unfortunately census tract boundaries do not coincide with these boundaries. For statistical purposes, therefore it is reasonably appropriate to view the greater Chinatown area in terms of the following Census Tracts: 103, 104, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115 and 118. (Also known as Chinatown Expanded Area) A majority of the residents in these census tracts are Chinese. The Chinatown Core Area is comprised of Census Tracts 113, 114 and 118 where 88% of the residents are Chinese.

The following tables provide a brief statistical profile of population and housing in the Chinatown Core and Expanded Areas in comparison with San Francisco. Additional 1970 Census data and analysis may be obtained from the report "Chinatown 1970 Census: Population and Housing Summary and Analysis," prepared by the Department of City Planning. This report is available at the Chinatown Branch Library and at 100 Larkin Street for review.

APPENDIX A (cond.)

Selective Demographic, Housing and Transportation Data

	<u>Chinatown Core</u>	<u>Chinatown Study Area</u>	<u>San Francisco</u>
<u>Demographic Data</u>			
1970 Population	9,124	56,013	715,674
Changes 1960-1970	-2.2%	1.8%	-3.3%
<u>Race and Ethnicity</u>			
% White	9%	40%	72%
% Black	1%	1%	13%
% Chinese	88%	57%	8%
% Other Asian	2%	2%	5%
% Others			2%
<u>Age</u>			
% 18 and under	23%	21%	24%
% 60+	28%	20%	20%
Median Age	41	36	36
<u>Changes 1960-1970</u>			
Total Population	2.2%	1.8%	-3.3%
Under 18	-10%	-1%	-11%
60+	33%	11%	3%
<u>Household Type</u>			
1970 Households	3,959	25,575	295,174
% Family Household	1,889	11,535	164,436
Family Household	48%	45%	56%
% Family with children under 18	42%	42%	42%
o. Primary Individual Household	2,070	14,040	130,738
Primary Individual Household	52%	55%	44%
% Primary Individual Heads of 65+	41%	26%	28%
Mean Household Size	2.2	2.2	2.3
Mean Family Size	3.5	3.4	3.2
% Renter Household	96%	88%	67%

APPENDIX A (cond.)

	<u>Chinatown Core</u>	<u>Chinatown Study Area</u>	<u>San Francisco</u>
Income			
1976 Median Income	\$ 9,970	\$ 15,225	\$ 17,000
% Lower Income Population	63%	44%	31%
% Lower Income Families	65%	42%	35%
% Households Over-paying on Rents	43%	47%	50%
Density			
Persons per Residential Acre			
Persons Per Net Acre	912	249	79
% Changes 1960-1970	228	131	32
	-2.1%	1.7%	-3.3%
Housing Data			
1975 Housing Units ¹ /1	4,110	28,981	341,312
Unit Density Per Net Acre	103	68	15
Mean Age ² /2	65	59	52
Building Type ³ /3			
% 1-2 Units	2%	8%	39%
% 3+ Units	44	65	45
% "Guest Rooms"	54	27	16
Size			
% 1 Room	46%	23%	11%
% 2-3 Rooms	36	38	30
% 4-5 Rooms	14	32	40
% 6 Rooms+	4	7	19

APPENDIX A (cond.)

	<u>Chinatown Core</u>	<u>Chinatown Study Area</u>	<u>San Francisco</u>
1973 Median Rent ^{1/3}			
0 Bedroom	140		133
1 Bedroom	172		168
2 Bedrooms	217		207
3+ Bedrooms	209		238
Guest Room	52		68
Median Rent Changes 1960-1970	+74%		+53%
1973 Vacancy Rate ^{1/3}			
Studio	3.0%		4.0%
1 Bedroom	2.6		2.5
2 Bedrooms	1.4		2.1
3+ Bedrooms	.0		1.8
"Guest Room"	7.2		10.6
All Units	3.2		4.0
Apt. Units (exc. guest rooms)	2.5		2.6
Overcrowding			
% Overcrowded Units	26%	13%	7%
% Changes 1960-1970	+39%	+52%	+9%
Housing Condition			
% Substandard Units ^{1/4}	19%	20%	(6%)
% Units without exclusive bathrooms and/or hot/cold piped water	49%	21%	8%
Total Buildings ^{1/4}	244	2,514	N/A
% Abated	50%	39%	N/A
% Under Code Enforcement	27	22	N/A
% With Fire/Safety Violations	14%	7%	N/A

APPENDIX A (cond.)

	<u>Chinatown Core</u>	<u>Chinatown Study Area</u>	<u>San Francisco</u>
Total Buildings (cond.)			
% With Plumbing/ Electrical Viola- tions	18	39	N/A
% With Maintenance/ Sanitations Viola- tions	14	17	N/A
% With Illegal Occupancy	9	5	N/A
Transportation Data			
Automobile Available			
Total Households	3,959	25,575	295,174
% None Available	84.3	61.3%	39.6%
Auto Available	15.7%	38.7%	60.4%
Means of Transportation for Workers			
All Workers	3,847	27,356	318,741
Drive/Ride	10.6%	24.6%	49.0%
Public Transit	28.1%	35.8%	35.3
Walk to Work	57.4%	35.4%	11.1%
Others	3.8%	4.1%	4.6%

Sources: All except noted are 1970 U.S. Census data.

/1 1974 Assessor's Master Roll File adjusted by the 1975 Changes in Housing Inventory, DCP.

/2 1974 Housing Condition Study, DCP.

/3 1973 Vacancy and Rent Survey, DCP. (Data are available by planning district only).

/4 "DAHI Printout", BBI, December 1976 (The percent of substandard units for the city is based on the 1974 Housing Condition Study, DCP. The 1976 figure has yet to be computed). Substandard units are units in buildings with two or more of the following violations plumbing, electrical, sanitation, maintenance, structural, legal occupancy and egress.

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